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ABSTRACT

The reports in this volume concentrate on various aspects of the 1978 program designed to meet the employment needs of disadvantaged and minority youth in urban areas. Included are process evaluations, worksite examinations, impact studies, a General Accounting Office report with Department of Labor comments, specialty reports such as the study on the summer program adjustments to California's Proposition 13 as well as technical assistance materials on how to run a successful program. The evaluations identify specific problems in the program, while the technical assistance materials suggest how they can be overcome. (Author/EB)

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Compilation of Reports on the 1978 Summer Youth Employment Program

U.S. Department of Labor
Employment and Training Administration
Office of Youth Programs

Volume 1

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U.S. DEPARTMENT OF HEALTH,
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INTRODUCTION

The Summer Youth Employment Program (SYEP) which will spend three-quarters of a billion dollars and serve one million young persons from low-income families in 1979 needs further improvement. Prime sponsors have made strides over the last several years. At the Federal level, changes in regulations and extensive evaluation, demonstration, technical assistance and monitoring efforts in the Summer of 1978 have laid the groundwork for a better program.

These two volumes are an attempt to bring together for easy access all of the information which is available on the Summer Youth Employment Program. The reports include process evaluations, worksite examinations, impact studies, a General Accounting Office Report with Department of Labor comments, speciality reports such as the study on the summer program adjustments to California's Proposition 13 as well as technical assistance materials on how to run a successful program.

In addition to the reports in these two volumes, persons involved in the summer program should consult the publications Youth Serving the Community: Realistic Public Service Roles for Young Workers and Summer Program for Disadvantaged Youth (SPEDY) Monographs of 1978 which were distributed separately.

Department of Labor regional offices, CETA Prime Sponsors and local project operators are encouraged to utilize the information contained in these reports to improve summer program operations and worksite experiences for enrollees. The evaluations help to pinpoint specific problems, while the technical assistance materials suggest how they can be overcome.

The problems are familiar and the future of the summer program will, to a large extent depend on our ability to make improvements:

1. There are too many cases where there is not enough work or training to fully occupy participants.

2. Worksite supervisors are not always carefully selected and trained.

3. Slack discipline and work standards sometimes prevail.

4. High risk groups such as handicapped youth, offenders, dropouts or potential dropouts may not receive the special attention they need.

5. The summer program may not be linked as effectively as possible with other non-summer youth efforts.

6. Monitoring and administration are sometimes inadequate even though the allowable funds for such activities are not fully utilized.

The steps for addressing such problems are relatively straightforward. Without minimizing the complexities of monitoring and managing a summer program and without exaggerating the possibilities of instant improvements, a few of the common sense measures which are identified in these volumes can lead to a better summer program:

1. Proposed worksites should be carefully assessed, with weight given to performance in the previous year.

2. Emphasis must be given to the quality of supervisors. Supervisors need to be given training and orientation on the progress of the program.

3. Worksite monitoring, including the use of participants as monitors, should be expanded with prior arrangements made where quick action is necessary.

4. Strick worksite standards should be maintained, including termination of absent or unruly workers.

5. Planning should be year-round, and available administrative funds should be fully utilized to assure a quality summer program.

SYEP is a major element of our employment and training programs for youth. It can be operated more effectively both to increase productivity as well as the impact on participants. Improving the program is a challenge, but it is one that the CETA system must meet.

THE SUMMER YOUTH EMPLOYMENT PROGRAM: A REPORT ON PROGRESS, PROBLEMS AND PROSPECTS

Office of Youth Programs
Report Number 33

February 1979

OVERVIEW

The Summer Youth Employment Program, with over one million participants and $700 million in outlays in fiscal 1978, is the largest programmatic component of youth employment and training efforts. It addresses the critical problem of seasonal unemployment. Between the school year and the summer, the number of teenage jobseekers rises by half and the number who are unable to find work increases by almost two-fifths. For economically disadvantaged and minority teenagers who are the last to be hired, competition for scarce jobs in the summer is particularly severe. It would be far worse if it were not for the summer program, which in July 1978 accounted for an estimated two-fifths of all jobs held by 14- to 19-year-old nonwhites. Since participants must be from families with incomes 70 percent or less of the lower living standard or $7300 for a family of four in 1978, the $700 earned by a youth during the summer months may be critically important in providing basic necessities.

This report summarizes the quantitative and qualitative indicators of performance for the summer program in 1978, assesses its impacts, discusses management problems and actions, and analyzes the major policy issues. The primary conclusions are as follows:

- The summer program reaches an extremely disadvantaged clientele which has little or no chance of employment otherwise.
- The preponderance of funds go for the wages and salaries of participants. There are limited expenditures for administration or supportive services.
- Most participants are students who return to school at the end of the summer. The program does not serve large numbers of dropouts or youth who have graduated from high school and are in transition into the labor market.
- The mechanics of job site selection, participant identification, assignment and payrolling have been mastered by most prime sponsors after years of experience.
- There are modest but increasing linkages between the summer employment program and other youth programs.
- While training, career counseling, remedial education and other supportive services are limited, they are increasing as prime sponsors have begun to supplement the simple work experience approach of the past.
- Most participants are engaged in useful and supervised work or training; however, the percentage of inadequate work stations is still substantial and must be reduced.

- Worksite selection and monitoring procedures have improved but further improvements are needed. In too large a minority of cases, jobs are unstructured or unproductive, providing an unrealistic work experience with limited social product.

- A conscientious effort has been made at the Federal level in the last 18 months to improve the program through regulations changes, evaluation and monitoring, demonstration initiatives, and technical assistance including how-to-do-it guides, conferences and films.

- There is disagreement about the universe of need for the summer program and the adequacy of current program levels.

- The formula for allocating summer funds needs to be reexamined by Congress.

- There is debate about the appropriate target groups for the summer program, including questions concerning the need for serving 14-year-olds and the appropriate level of service to dropouts.

- Enrichment of work experience with supplemental services is being emphasized although it is as yet untested whether such an approach will yield significant benefits.

- There is much which must be learned about the Summer Youth Employment Program through improved evaluations and demonstrations. A knowledge development agenda has been implemented for fiscal 1979 which addresses the major questions.

ROBERT TAGGART
Administrator
Office of Youth Programs

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INTRODUCTION

The Summer Youth Employment Program (previously labelled the Summer Program for Economically Disadvantaged Youth or SPEDY) is the largest single employment and training program for young people both in terms of outlays and participants. Since its inception in fiscal 1965, there have been 8.5 million cumulative participants. In 1978, more than a million young persons from low income families were provided employment opportunities during the summer months, typically for 9-10 weeks with 25-28 hours of work weekly. The number of teenage participants in the 1978 summer program was equivalent to the total number under all other CETA programs. Aggregate outlays in the summer of fiscal 1978 were over $700 million.

Despite the magnitude of this effort, the summer program has been the "neglected child" of employment and training activities in the last decade. The program dates back to the Economic Opportunity Act of 1964 and its Neighborhood Youth Corps, yet over the 14 years of operation there have been only a handful of evaluations of the program's effectiveness, almost all focusing on management with few assessments of impact. Basic questions have remained unanswered concerning the types of jobs and their output, the adequacy of monitoring and supervision, the degree of integration with other employment and training programs, and the actual as well as appropriate level of training, education and other supportive services.

Under the youth initiatives of the Carter Administration, there is a commitment to improving all youth programs as well as addressing fundamental questions about what works best for whom. This report describes the performance of the 1978 summer program, summarizes available information concerning impacts, discusses management problems and corrective actions, and analyzes the major policy issues related to the program. It is one of four summary reports which will be issued in fiscal 1979 by the Office of Youth Programs:

1. Job Corps Expansion and Enrichment: A Report on Progress, Problems and Prospects. February 1979.

2. The Summer Youth Employment Program: A Report on Progress, Problems and Prospects. February 1979

3. The New YEDPA Programs: A Report on Progress, Problems and Prospects. April 1979

4. Knowledge Development Under the Youth Initiatives: An Analysis of Early Findings. May 1979

The findings in this report synthesize a broad range of recently completed studies of the summer program operations. These studies are referenced at the end of the report and are available separately from the Office of Youth Programs.

QUANTITATIVE MEASURES OF PERFORMANCE

The basic data on characteristics, expenditures, activities and outcomes for the 1978 summer program are presented below:

1. Participant Characteristics. The fiscal 1978 summer program was the largest ever, employing over one million youth.

	First Time Enrollments	Percent of 14-19 July Labor Force
1966	95.2	1.0
1968	255.2	2.3
1970	361.5	3.1
1972	759.9	6.0
1974	577.1	4.2
1976	820.9	5.6
1977	907.2	6.4
1978	1017.1	7.0

Summer program participants are youth facing multiple barriers to employment with limited chances of finding jobs in the absence of the program.

- All are economically disadvantaged, with 30 percent from families receiving AFDC, 18 percent from families receiving other public assistance, and two-fifths from families with income less than $5000 annually.

Family Income	Percent Participation
Less than $1000	6
$1000-1999	5
$2000-2999	9
$3000-3999	11
$4000-4999	10
$5000-5999	13
$6000-74999	13
Above $7500	33

- Four-fifths are high school students, 6 percent are dropouts, and 14 percent graduates.
- Ninety percent are still living with their families and only 2 percent are heads of families.
- Nearly a fifth are from migrant or seasonal farm families, are handicapped, veterans, offenders, or have limited English-speaking ability.

- o Approximately two-fifths are age 14 and 15, another two-fifths age 16 and 17, one-sixth age 18 and 19, and the remainder age 20 and 21.

- o Most are youth with limited labor market experience. Only 22 percent worked in the previous year (60 percent of these in the public sector) and only 4 percent worked in the previous 3 months. Among all participants, four-fifths of the weeks in the previous year were spent outside the labor force, 10 percent in unemployment and only 8 percent in employment.

	Previous Year			Previous Three Months		
	Percent Time Employed	Percent Time Unemployed	Percent Time Outside Labor Force	Percent Time Employed	Percent Time Unemployed	Percent Time Outside Labor Force
0%	59	37	4	83	58	16
1-25%	35	53	1	12	34	--
26-50%	2	5	4	2	9	16
51-75%	1	2	12	11	3	9
76-99%	1	1	57	--	2	40
100%	1	1	22	2	3	39

There have been several changes over time in the characteristics of summer program enrollees:

- o Male and female enrollment has become more nearly equal.

- o The share of 14- to 15-year-olds has increasedwhile that of 16- to 19-year-olds has declined.

- o The proportion of participants who are dropouts has declined.

- o The incidence of income transfer receipt has increased.

- o The minority share in the program has increased.

Sex	1975	1978
Male	56	52
Female	44	48
Age		
14-15	31	38
16-17	45	40
18-19	18	16
20-21	6	6
Education		
High School Student	74	80
High School Dropout	10	6
High School and Over	16	14
Dependency		
AFDC	23	30
Public Assistance	16	18
Race		
White	49	41
Black	45	49
American Indian	3	3
Other	3	4
Spanish American	12	14
Significant Segments		
Offender	2	12
Handicapped	7	3
Limited English Speaking Ability	1	3
Migrant or Seasonal Farm Family Member	1	1

2. Expenditures. Total expenditures for the 1978 program including planning from January 1, 1978 through December 31, 1978 were an estimated $712 out of $792 million available. This outlay/availability percentage was nearly as high as in any previous year.

	Outlays	Outlays/Availability
1968	119	.93
1970	136	.68
1972	297	.93
1974	338	.74
1976	459	.78
1977	575	.93
1978	712*	.90

*This figure remains an estimate as of February 1979 because of the lags in prime sponsor reports for the period through December 1978.

Nearly more than four-fifths of expenditures are for the wages, allowances and fringes of participants:

Administration	13.0%
Allowances, Wages, and Fringes	79.0
Training	1.9
Services to Clients	6.1

The unit costs of the summer program can be estimated in two ways. The total estimated enrollment of 1,009 thousand can be divided into the total estimated expenditures of $712 million. This yields a unit cost of $706. However, there is some turnover in the program, as well as truncated enrollments due to late startup and reduced hours of paid enrollment per slot because of absenteeism. Assuming a 28 hour, 9-week program which is the typical local plan, and a 2-hour per week average absenteeism, the slot costs can be estimated from the expenditure distribution:

Wages (234 X 2.65) = $620
Fringes (6.05 X 620) = 38
Administration = 63
Services and Training = 66
$787

Unit costs can be altered quite easily by varying the weekly hours or weeks of employment. In fiscal 1978, the average participant was paid for 220 hours.

3. Services. The limited expenditures for training and services are reflective of the work orientation of the program. Only a small proportion of participants are in vocational exploration, classroom or on-the-job training.

VEP National	.7 percent
VEP Local	2.1
Classroom Training	4.5
OJT	.2

Case studies validate that almost all enrollees receive some orientation along with some career counseling and occupational information. This is not recorded as a separate activity. It is also in most cases a very limited exposure.

4. Outcomes. The preponderance of enrollees are high school students, and the major outcome is return to school. Other positive terminations include chiefly enrollments in employment and training programs.

Termination Status of 1978 Participants

Returned to School	65.3%
Entered Employment	3.2
Other Positive	20.9
Nonpositive	10.6
Received Academic Credit	2.4

QUALITATIVE ASSESSMENTS

The articulated goals of the 1978 summer program were (1) to promote early planning and integration of the summer program with other local youth efforts, (2) to increase monitoring, (3) to improve worksites and their supervision, (4) to expand vocational exploration programs, training, supportive services and arrangements for academic credit for work experience. The following judgements are based on all available information concerning the 1978 summer program:

1. Planning and Integration

- The 1977 regulatory provision for year-round planning and administrative expenditures has resulted in increased staffing and earlier preparation for the summer program by prime sponsors.
- The initial allocation of funds to prime sponsors was made in February both in 1977 and 1978; in no previous year was the announcement before March, and in only one year was it before April. However, the allocation of the supplemental appropriation in June of 1978 complicated implementation. Even a February distribution is considered by prime sponsors to be too late for careful planning. It is impossible under current budgeting and administrative procedures to provide the allocations earlier than February.
- The final rules for the summer program were not published until May 19, 1978, and were noticeably changed, based on public comment, from the proposed rules of April 5, 1978. Most prime sponsors had completed their plans before the issuance of final rules. It was impossible to make major changes in plans or programs at this late date. The new regulations could not be expected to impact significantly on the 1978 summer program.
- Case studies indicate that many prime sponsors either concurrently enrolled or transferred youth from other CETA components into the summer program. There are no accurate data nationwide. The summer plans called for roughly a tenth of participants to be drawn from other components, representing a significant minority of youth in YETP, YCCIP and Title I. It is likely that such transfers exceeded plans since YETP and YCCIP outlays were slowed late in the fiscal year to provide adequate carry-in. In the analysis of year-round participation levels, it is important to recognize that a portion of summer funds is used to sustain rather than build on nonsummer enrollments.

- There is evidence that the emphasis under YEDPA on more meaningful work and enrichment had some spillover effect on summer programming. Only a small minority of prime sponsors, however, attempted full integration of the YEDPA and summer programs.

2. Monitoring

- The regional offices of the Department of Labor were required to monitor prime sponsor summer programs at least three times. There had been no national office requirement in the past. There is no doubt that regional office monitoring increased significantly over previous summers.
- National office evaluation provided assessments of programs in 69 prime sponsor areas.
- Case studies reveal a greatly increased emphasis on worksite monitoring by prime sponsors.
- Worksite agreements are usually developed but rarely utilized in monitoring or operations.
- Although improved, monitoring remains inadequate, particularly in larger prime sponsors where the monitoring workload is so great that only a sample of worksites for each subagent can be feasibly assessed.
- Most prime sponsors spend less than the permissible 20 percent on administration. Summer youth participants can also be used for monitoring. In other words, there are adequate local resources which are not utilized.
- Monitoring by prime sponsors only in rare instances has led to defunding of subagents. Regional monitoring has focused on spot-checking prime sponsor procedures. Corrective actions are difficult to implement during the course of the summer. The impact of increased monitoring should, therefore, be manifested in and judged according to the choice of worksites for fiscal 1979.

3. Worksite Quality

- There is wide variability in the quality of worksites within as well as between prime sponsors. Site visits suggest that there is room for improvement almost everywhere.

- The most severe problems in worksite quality are in large urban areas which have massive numbers of worksites and disproportionate funding due to hold-harmless provisions in the allocation formula.

- There is uncertainty about the average quality of worksites. A range of evaluations sponsored by the Department of Labor indicate that most participants are engaged in reasonably structured and supervised work. On the other hand, the General Accounting Office concludes from its evaluation of summer programs in seven prime sponsorships that a majority of participants are in inadequate work situations.

- Case studies which have attempted to assess changes in the quality of worksites conclude that there has been a gradual long-term improvement which accelerated in fiscal 1978.

4. Enrichment

- Almost all participants receive some orientation and labor market information. However, only a small minority receive any substantial amount of career exploration.

- Regulatory emphasis on vocational exploration, training and supportive services in fiscal 1977 and 1978 has yielded only modest changes in the content of programming. Most participants receive largely unembellished work experience. Prime sponsors appear to place priority on inexpensive enrichments for large numbers, with very small intensive components for significant segments such as handicapped youth. Where remedial education and other services are provided, they are frequently funded from other sources.

- The national Vocational Exploration Program served 6700 youth in 1978. Local VEP efforts served about three times this number of youth. However, most prime sponsor programs focus on field trips and classroom exposure rather than job shadowing and rotation in the private sector. There is increased interest in this approach but it is difficult to organize.

- There is very little priority on targeted efforts for dropouts or potential dropouts to increase school return and retention, or on transitional efforts for youth leaving school and entering the world of work. Most prime sponsors prefer to serve these youth in more intensive year-round components.

- There is a consensus among program operators that enrichment should remain a supplement rather than becoming a primary thrust of the summer program.

PROGRAM IMPACTS

The impacts of the summer program have never been adequately assessed and critical information is still lacking. The following presents the best available estimates of the effects of the program:

1. Employment Effects. The summer program is a major employment source for disadvantaged and minority youth in June, July and August. Estimated nonwhite participants age 14-19 in the 1978 summer program represented over two-fifths of nonwhite 14- to 19-year-olds counted as employed by the Current Population Survey in that month. Chart 1. The July employment population ratio of nonwhite youth was 61 percent that of whites according to the CPS; if employment in the summer program were subtracted from measured total employment for both nonwhite and white 14- to 19-year-olds, the employment/population ratio of the nonwhite youth would have been only 36 percent that of whites. Chart 2. Moreover, summer employment in the private sector has declined for nonwhite youth relative to whites by a rather alarming amount over the last decade, and the summer youth program has been the major element compensating for this trend.

   It might be argued that summer program jobs have displaced private sector jobs, and this may indeed have happened for some youth who would otherwise receive less than the minimum wage in the private sector. According to an intensive survey of poor youth age 16-19 who had not completed school, a fourth of those who worked in the summer of 1977 earned less than the Federal minimum wage jobs, so roughly half of those in the private sector were in subminimized jobs. For 14- and 15-year-olds, the relative attractiveness of minimum wage jobs are probably greater. On the other hand, summer labor force participation rates and unemployment have risen for nonwhites, and surveys indicate that many of the unemployed would take jobs if available at less than the minimum. In other words, some nonwhite youth have chosen better paying summer program employment, but others are available who would take their place for any private sector openings. It would appear that there has, in fact, been a marked decline in private sector job opportunities for nonwhite youth in the summer although there has also been some displacement for particular individuals.

   The summer program obviously reduced the extent of the seasonal unemployment. In 1978, it accounted for about a fifth of the seasonal employment growth for all 14- to 19-year-olds. For nonwhite youth it accounted for over four-fifths. In other words, almost all the teenage nonwhite summer entrants into the labor force would be without work in the absence of the summer program.

CHART 1

EMPLOYMENT STATUS OF 14-19 YEAR OLD WHITES AND NONWHITES, JULY 1978

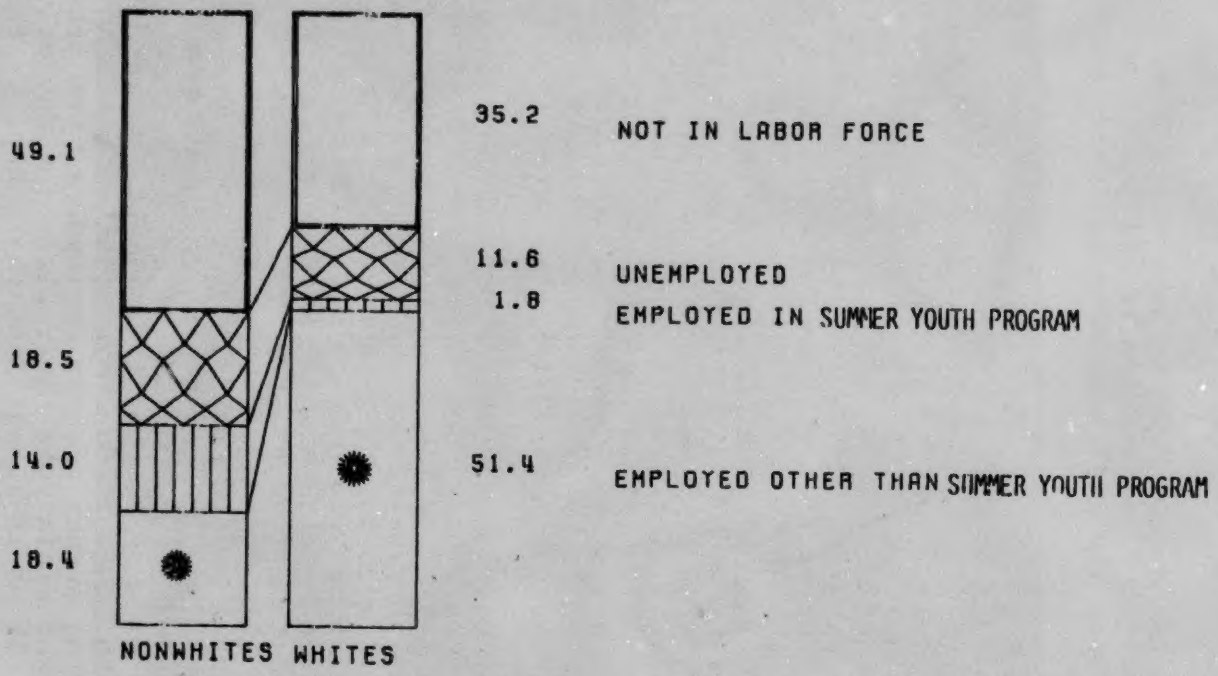
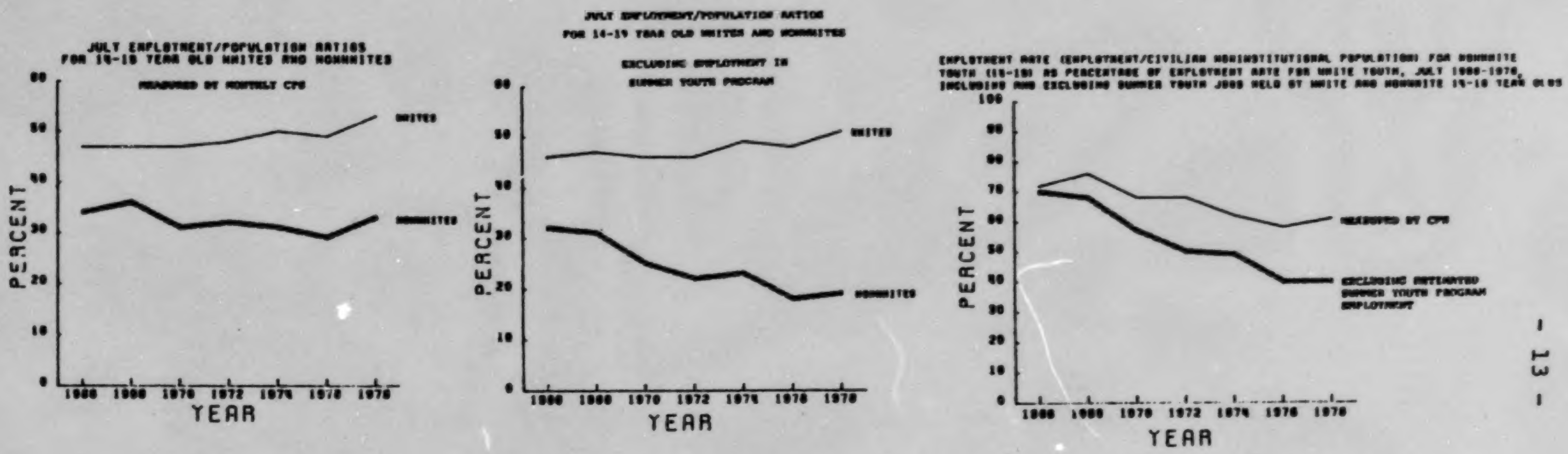


CHART 2


JULY EMPLOYMENT/POPULATION RATIOS FOR 16-19 YEAR OLD WHITES AND NONWHITES
MEASURED BY MONTHLY CPS
PERCENT
60
50
40
30
20
10
0
WHITES
NONWHITES
1966
1968
1970
1972
1974
1976
1978
YEAR
JULY EMPLOYMENT/POPULATION RATIOS FOR 16-19 YEAR OLD WHITES AND NONWHITES
EXCLUDING EMPLOYMENT IN SUMMER YOUTH PROGRAM
PERCENT
60
50
40
30
20
10
0
WHITES
NONWHITES
1966
1968
1970
1972
1974
1976
1978
YEAR
EMPLOYMENT RATE (EMPLOYMENT/CIVILIAN NONINSTITUTIONAL POPULATION) FOR NONWHITE YOUTH (16-19) AS PERCENTAGE OF EMPLOYMENT RATE FOR WHITE YOUTH, JULY 1966-1978, INCLUDING AND EXCLUDING SUMMER YOUTH JOBS HELD BY WHITE AND NONWHITE 16-19 YEAR OLDS
PERCENT
100
90
80
70
60
50
40
30
20
10
0
MEASURED BY CPS
EXCLUDING ESTIMATED SUMMER YOUTH PROGRAM EMPLOYMENT
1966
1968
1970
1972
1974
1976
1978
YEAR

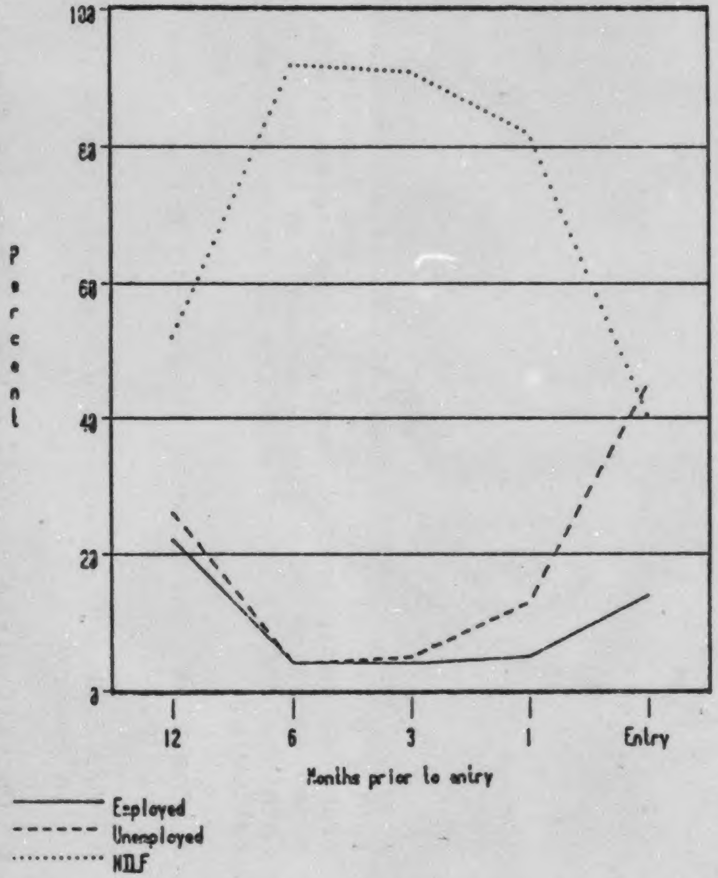
	Employment (000s)	Labor Force Participants (000s)
All 14-19		
February 1978	8,029	9,799
July 1978	12,300	14,715
Percentage Increase	53%	50%
Summer Program Enrollment as Percent of Increase	21%	18%
Nonwhite 14-19		
February 1978	604	999
July 1978	1,245	1,956
Percentage Increase	106%	96%
Summer Program Enrollment as Percent of Increase	83%	56%

It is important to note that only a very small proportion of summer program participants were working prior to enrollment. Chart 3. The types of youth who participate do not have in-school jobs, and most that they have are in the public sector where an estimated 60 percent of those employed in the past year worked. In the March previous to enrollment, the employment/population ratio for participants was around 5 percent compared to 35 percent among all white youth age 14 to 19.

There is almost no evidence concerning the indirect effects of summer employment on employability during the subsequent school year or in the future. The only rigorous measure was the Somers and Stromsdorfer follow-up study of fiscal 1966 and 1967 participants (Gerald Somers and Ernest Stromsdorfer - A Cost-Effectiveness Study of the In-School and Summer Neighborhood Youth Corps, Madison, Wisconsin, University of Wisconsin, 1970) which found that the length of time in the labor force rose by about 4 percent in the 18 months follow-up period, with half the additional weeks in labor force spent employed, resulting in average earnings

CHART 3

PREVIOUS LABOR FORCE STATUS OF 1977 SUMMER YOUTH PROGRAM PARTICIPANTS



Source: Continous Longitudinal Manpower Survey increases of about $7 weekly. None of these effects were statistically significant. On the other hand, there were modest but statistically significant increases in subsequent employment, labor force participation and earnings for youth who were participants in both school and summer programs. The study did not measure the effect of recurring enrollment in the program from summer to summer, and it is estimated that a substantial share of participants who have any previous employment experience worked in the summer program previously. It remains uncertain, then, whether the summer program noticeably affects future employability; its benefits are likely to be modest. Certainly, there will be little indirect effect on measured rates of youth employment and unemployment.

2. Income Maintenance Effect

For years, the summer program has been accepted simply as an income transfer mechanism. While the program should do much more, the income maintenance effects should not be dismissed in assessing the value of the program.

The summer program is targeted on youth from low-income families. Viewed in terms of its income transfer effects, it has a high degree of target efficiency since all participants are from families with incomes 70 percent or less of the lower living standard ($7300 for an urban family of four) and since half of the families are income transfer recipients. For such low-income families, the added earnings of a family member can be quite significant. Earnings for 28 hours work for 10 weeks represent the following:

- One-ninth the poverty threshhold for an urban family of four.
- Two fifths the average income deficit for all families in poverty.
- One-fifth the average earned income of families in poverty.
- Ninety percent of the average income per family member of families in poverty.

In other words, the income from summer employment can be critically important in raising the income of poor families closer to or marginally above the poverty level. While the program should be and is much more than an income transfer mechanism, it is quite effective in this regard.

3. Other Impacts on Participants

Other intended benefits of the summer program include reductions in crime and juvenile delinquency, increased school retention and return, and postive socialization of youth.

- There is some limited evidence that work experience programs reduce crime by providing income and a constructive alternatives to idleness. Several studies of Neighborhood Youth Corps indicated a drop in arrests more substantial for participants than nonparticipants. Under the recent supported work project, youth enrollees experienced a 15 percent lower arrest rate and a 25 percent lower incarceration rate during their period in the program. The arrest rate during Job Corps enrollment is one-fifth that previously. In other words, it appears that crime and juvenile delinquency may, in fact, be reduced where youth are offered constructive options. Even marginal reductions are important. A recent benefit/cost analysis of Job Corps found that the crime reductions during the typical Job Corps stay saved society roughly $370. A similar reduction in arrests for the summer months (or one-half the average length of stay in Job Corps) would offset a fourth of the cost of the program. More careful work is required, however, before any dependable estimates could be made.

- There is no evidence that the summer program increases the rate of return to school. Process evaluations have revealed that until recently there has been little focus on dropouts or potential dropouts. Even though remedial education and academic credit programs expanded in 1978, only a small portion of enrollees were affected. The potential relationships between work or training during the summer and return to school is unknown. The Somers and Stromsdorfer study of 1966 and 1967 enrollees found that summer participants had a slightly lower chance of graduating and a slightly lower education attainment than their comparison group, and that only the in-school and summer combination had a positive impact on years of attainment. These results were not statistically significant.

- The effects of the summer program on the attitudes and awareness of participants is unclear. The comparative assessment of the regular summer program and the Vocational Exploration Program in 1978 yielded some evidence of the changes during the summer, but there was no control group for comparison purposes. (Process and Impact Evaluation of the Summer 1978 Vocational Exploration Program, Brian Nedwek and Allan Tomey, Office of Youth Programs Report Number 28, February 1979.) The results are as follows:

Life satisfaction	- Increased on both measures
Self-esteem	- Increased on three measures - Decreased on one measure
Personal efficacy	- Increased on two measures - Decreased on three measures
Interpersonal trust	- Increased on one measure - Decreased on two measures
Attitudes toward the criminal justice system	- Increased on one measure - Decreased on two measures
Citizenship attitude	- Increased on two measures
Sex role orientation	- Increased on four measures - Decreased on one measure
Attitudes toward the World of Work Measures	- Increased on seven measures Decreased on ten measures
Attitudes toward labor unions	- Decreased on two measures

Thirty percent of the participants in the sample felt the program helped them a lot in deciding the kind of job they would like to have and thirty percent felt it helped a little. Less than a fifth felt the only thing they got out of the program was money. Three-fourths stated that the program taught them what they had to do to get a good job.

4. Productive Output. Considered as a social investment, the benefits of the program in terms of income maintenance, direct employment, employability development impact, maturation of participants, increased school completion and reductions in criminal behavior, must be measured against costs. Summer program outlays are offset by any useful work which is performed. If there is a dollar of productive output for every dollar invested in the summer program, then any benefits to participants or society are a net return on the investment. Low productivity means that other benefits must be significant to justify the investment. It is also likely that better supervised and structured work which will be more productive will also have a greater impact on future employability, so that net costs will be reduced while benefits are raised.

It has been a conventional wisdom for years that summer jobs are for the most part "makework" which simply keeps youth off the streets. The recent surveys of worksites have revealed a great unevenness in quality, but also a widespread emphasis on hard work and output. There is substantial disagreement about the "average" level of productivity. A GAO survey of the program in seven sites concluded that in only 64 percent of the worksites were participants engaged in useful activity at least 75 percent of the time where visible benefits or new services were being provided for the community and where enrollees were being introduced to a reasonable work setting. Weighting these sites by their percentage in the total distribution of summer allocations would suggest that roughly four-fifths of the sites nationwide met these standards. Other case studies of worksites found much more positive results. A field review by the staff of the Office of Youth Programs in ten prime sponsor areas found that 94 percent of participants were on sites where reasonably productive work was being performed according to the GAO definition. An outside evaluation of worksites in nine other prime sponsor areas pegged the proportion at 84 percent. Including inefficient sites as well as those in which activities other than work were being undertaken, a crude estimate that would be that roughly 75 percent of total hours of participation are spent in constructive work which has a social product.

The value of work produced when youth are put to useful and structured tasks is another question. A study was conducted of the 1978 summer program which rigorously estimated the price that would have to be paid to an alternate supplier to produce the same output. (A Pilot Study of the Value of Output of Youth Employment Programs: David Zimmerman and Stanley Masters. Office of Youth Programs Report Number 21. February 1979.) When divided by the project participant hours, this measure of supply price was compared to the compensation of participants. Nine summer program worksites were carefully assessed in a stratified sample of prime sponsor areas. For these sites, it was estimated that an alternate supplier would charge $2.98 to produce output equivalent to the output that project participants produced each hour they were in work activities. According to this study, summer participants earned their pay for the hours they were employed. There was a standard deviation among the projects of $1.74, or in other words, there was massive variability even within these nine worksites. Unproductive sites existed alongside very productive ones. It was possible to find a percentage of inadequate sites and yet still have quite reasonable productivity overall.

Work valuation methodology is still in its infancy. It focuses chiefly on supply price and not the demand price or the value the public would otherwise pay for the product. Certainly, however, the preliminary findings suggest that there is a substantial payback in terms of useful output. If 75 percent of the total enrollee hours are spent in productive employment, one might estimate that at least two-thirds and certainly more than half of the total program costs are returned in social output. Much more careful and comprehensive assessment is needed to reach any definitive conclusions, but the summer program is clearly more than an income transfer mechanism.

MANAGEMENT OF THE SUMMER PROGRAM

A total of 14 major General Accounting Office reports have been prepared covering 14 years of operation of the summer youth employment program. All of these reports were oriented to problem identification and corrective action recommendation. Almost without exception, the reports focus on large urban areas where the size and scope of the program, coupled with its brief duration, would necessarily magnify problems. Nevertheless, these reports are useful in pointing out major management difficulties at the Federal and local levels. The range of DOL evaluations of the 1978 summer program confirm many of the problems identified by these other assessments including:

- The need to increase the degree of compliance with eligibility criteria. The Department of Labor has established family income level eligibility criteria to direct the the program to those most in need. In a number of GAO reviews, ineligible youth were found to be enrolled either because insufficient information was collected, personnel were not familiar with eligibility criteria, or verification of information could not be accomplished.

- The need for more careful screening procedures. A few of the reports indicated that the summer program was not succeeding in stemming the school dropout problem, and that there was a need to recruit youth most likely to drop out.

- The need for improvements in the operation and control of payrolls. Almost all GAO reports found instances in which youth were not paid on time, or in correct amounts. Some youth worked more than the maximum number of hours, or were paid for periods when they were absent. Payrolling procedure problems were most severe in large urban areas where the volume of paychecks was so large.

- The need to improve the quality of work and supervision. The GAO has frequently cited the lack of adequate worksites. Some sites did not provide enough work; some site supervisors were lenient regarding hours of duty; many jobs did not provide "meaningful" work experience.

- The need for more effective monitoring of sponsor operations to improve effectiveness and ensure compliance with work-training contracts. Most of the GAO reports specified that improvements were needed in reviews made by prime sponsors and Department of Labor staff to determine whether program objectives were being met. Their reports indicated that many of the weaknesses in program administration could have been corrected earlier or prevented through more effective monitoring, and through better followup to ensure corrective action.

- Other less prevalent but still important findings included the need to promote enrollee participation in remedial education; the need for better followup on terminated youth, the need to increase counseling services for enrollees; and the need for further training of administrative staff.

In almost all cases, Department of Labor responses indicated agreement with the findings, awareness of the problems, and intention to make improvements through earlier planning, better written guidance and increased monitoring. It is a fair assessment, however, that major changes in the regulations did not occur until 1977 and increased emphasis on the quality of the program did not occur until fiscal 1978 when an Office of Youth Programs was established in the Department of Labor to improve the performance of all CETA youth activities. The recent corrective measures which have been taken are presented below; they reflect a tangible commitment to improving the management of this important program:

1. Regulations Changes

The regulations for the summer program were substantially redrafted in both fiscal 1977 and fiscal 1978 to improve performance. The 1977 regulations changes were as follows:

(a) Expenditures for year-round planning were authorized for the first time.

(b) A Youth Planning Council was required for each prime sponsor to review summer plans.

(c) Labor market orientation, remedial education and training were specifically authorized and encouraged.

(d) Vocational Exploration Programs in the private sector were authorized for prime sponsors.

(e) Significant segments specification was required for the first time in the youth plan.

(f) Unspent funds from previous years were subtracted from prime sponsor allocations in order to discourage continuing carryover.

(g) Provision was made for the use of alternate sponsors in the case of poor performance.

(h) Written worksite agreements were required covering supervision and accountability.

(i) Prime sponsors were required for the first time to establish procedures for monitoring worksites.

The 1978 regulations changes were as follows:

(a) Coordination was required between Title I, (now II) YETP, YCCIP and Summer programs. Intertitle transfers were simplified.

(b) Prime sponsors were required to serve significant segments among eligible youth on an equitable basis.

(c) Linkages were encouraged to provide academic credit for work experience.

(d) Labor market orientation was required for all participants.

(e) Administrative provisions were tightened to require in the selection of subgrantees consideration of previous performance, financial management capability, the qualifications and background of persons with operational and fiscal responsibilities, performance under other Federal programs, and the provision of training for personnel. Each prime sponsor was required to have an updated list of worksites and to monitor worksites to assure meaningful work, attendance and the like.

(f) Training and orientation of worksite supervisors was required.

(g) Provision was made for the immediate termination of subgrants or contracts upon the Secretary's determination of "good cause."

2. Grant Applications and Plans

The prime sponsor grant application requirements for the 1978 summer program were expanded in order to assist in meeting these regulations.

(a) The methods, procedures, and standards used to make worksite selections had to be specified including the items covered in worksite agreements.

(b) The use of previous summer program analyses in planning for 1978 was required.

(c) The role of the youth councils in review and development of plans had to be described.

(d) Recruitment procedures for dropouts and dropout prone youth had to be specified, as well as plans for intertitle transfers.

(e) Labor market orientation arrangements had to be specified.

(f) A detailed description of monitoring procedures was required along with proposed timeframes and the number of visits to each worksite.

(g) Assurances were required that the prime sponsor have on file worksite agreements, lists of officers of subgrantees, and any performance information on subgrantees.

3. Monitoring

The regional offices of the Department of Labor were required to monitor each prime sponsor's summer program three times over the course of the summer. There had been no national requirements for monitoring in previous years. A monitoring guide was prepared which directed regional staff to monitor several worksites in each prime sponsor area in order to check the prime sponsor's monitoring activities. A sample of youth were also to be interviewed. The prime sponsors were required to monitor a sample of worksites for each subgrantee and were encouraged to monitor all worksites. Additionally, the various evaluations commissioned by the national office monitored worksites in 69 prime sponsor areas.

The concept was that subgrantees have contractual or grant responsibilities to monitor every worksite and to assure their quality, that prime sponsors should have a plan for monitoring all subgrantees. that regions would check whether prime sponsors have, indeed fulfilled their mission, and that the national efforts would check on performance at all other levels. Across the board, this represented more monitoring than had ever occurred in the past.

4. Technical Assistance

(a) Prior to the 1978 program, a guide was provided to prime sponsors detailing the elements of quality worksites. (Youth Serving the Community: Realistic Public Service Roles for Young Workers. Office of Youth Programs. March 1978.)

(b) A study of 1978 worksites was undertaken to identify the success elements. This study is being distributed to prime sponsors. (A Report on Worksite and Other Activities Under the Summer

Program for Economically Disadvantaged Youth (SPEDY). Office of Youth Programs. October 1978)

(c) Four prime sponsors with effective programs were commissioned to develop how-to-do-it guides for other prime sponsors based upon their 1978 summer program experience. These four monographs have been combined and were distributed to prime sponsors. (Summer Program for Economically Disadvantaged Youth (SPEDY) Monographs of 1978. Office of Youth Programs. December 1978).

(d) Four conferences were held from mid-October into the first week of November 1978 bringing together prime sponsor staffs responsible for administering the summer program with the theme of Perfecting Operations Through Sharing Experiences. This was the first set of meetings ever of summer program administrators. A conference report was prepared and distributed to all prime sponsors providing information on exemplary practices throughout the country. (Summary Conference Report on Summer Programs for Economically Disadvantaged Youth (SPEDY). Office of Youth Programs. February 1979).

(e) A comprehensive set of all OYP evaluations and technical assistance materials, including the GAO report, are being prepared for distribution to prime sponsors in mid-March.

(f) A film entitled Somewhere to Go was prepared by the Office of Youth Programs to guide prime sponsors on the aspects of quality summer programs. This can be used to train staffs and worksite supervisors. Copies are being distributed to all prime sponsors.

5. Evaluations

(a) A Report on Worksite and Other Activities Under the Summer Program for Economically Disadvantaged Youth by MDC, Inc., reflects the findings of a survey of 96 worksites in nine prime sponsorships. The report assesses the quality and characteristics of work as well as the elements in successful worksites.

(b) A Preliminary Report of the Interactions of YEDPA and the 1978 SPEDY presents selected findings of the National Council on Employment Policy's ongoing evaluation of YEDPA and youth programs in 37 CETA prime sponsorships around the country.

(c) A Study of the 1978 New York City Summer Youth Employment Programs is based on an assessment of the city's 1978 program by the National Child Labor Committee and indicates the difficulties and successes of the city in trying to drastically modify and improve its program.

(d) A Pilot Study of the Value of Output of Youth Employment Programs prepared by Mathematica Policy Research Inc., presents estimates of the value of output produced by youth employment program participants in 42 projects including 9 summer projects.

(e) Analysis of Summer Youth Program Resource Allocations prepared by the Office of Policy, Evaluation and Research explores the consequences of alternative summer youth allocation formulae.

(f) Report on the Summer Program for Economically Disadvantaged Youth prepared by the Office of Youth Programs presents the findings of an in-house assessment of the planning and operations of the SPEDY program in 10 prime sponsor areas.

(g) Analysis of 1978 SPEDY Plans by Jeffrey Holmes and Howard Hallman assesses the grant applications of a stratified sample of 51 prime sponsors to determine their response to new regulatory mandates.

(h) SPEDY - Program Adjustment to Proposition Thirteen by Eight California Prime Sponsors by Robert Singleton examines the effect of cutbacks in State and local resources supporting the SPEDY program.

6. Demonstration Activities

(a) The Vocational Exploration Program operated by the AFL-CIO's Human Resource Development Institute and the National Alliance of Business was continued in fiscal 1978. A rigorous assessment based on pre- and post-testing of VEP and regular summer participants was carried out to compare VEP's and the regular summer program's impacts on the attitudes of participants, their knowledge of the world of work, and their sex-role perceptions. (Process and Impact Evaluation of the Summer 1978 Vocational Exploration Program. Brian Nedwek and Allan Tomey. Office of Youth Programs Report Number 28. February 1979.)

(b) A special VEP component with 1591 participants was implemented to focus on the needs of handicapped youth and ex-offenders and on placements in nonstereotypical jobs. The aim was to identify the special problems of dealing with these groups. (Final Report of the 1978 Vocational Exploration Program, Human Resources Development Institute and National Alliance of Business, February 1979.)

(c) An interagency HEW/DOL demonstration program providing part-time summer jobs to Upward Bound participants is being developed for 1979 to determine whether jobs can aid in attracting and retaining participants so that they will continue on to college.

(d) A year-round VEP's demonstration has been developed in 16 prime sponsor areas for the 1979 summer to test different approaches and the relative impacts of both summer and full-time components.

(e) A demonstration project has been developed for fiscal 1979 which combines year-round and summer discretionary funds in grants to Community Development Corporations in order to explore the feasibility of year-round projects planned specifically to provide a base for expansion during the summer months, using the year-round employees to aid in the supervision of summer enrollees, in order to improve management of summer activities.

(f) A joint Community Services Administration and Department of Labor demonstration in conjunction with five major national unions including the NFL Players Association and the American Federation of Teachers will use summer employment program and CSA summer recreation funds to test the feasibility and motivational impacts of a "camp" approach combining athletics and career education for participants drawn from the regular summer program for a week's enrollment in the camps. Participants will not be paid for the recreational components.

(g) Demonstrations are being developed with three national community based organizations. Each will have multiple sites and will explore different aspects of the summer program. One will emphasize treatment of dropouts and potential dropouts with careful tests of impacts on return to school. A second will concentrate on offenders to determine in a rigorous way whether juvenile delinquency can be reduced over the summer. A third will focus on the use of summer employment as a transitional tool, emphasizing services to dropouts and recent graduates rather than high school students.

(h) A large-scale Consolidated Youth Employment Demonstration will, in ten prime sponsor areas, integrate summer youth, YETP and YCCIP funds in order to test year-round programming for youth. (A Concept Paper on the Consolidated Youth Employment Program, Office of Youth Programs Report Number 20. February 1979.)

POLICY ISSUES

The concern with management of the summer program is critical as long as it is performing at less than its potential. However, there are several basic policy issues which must be resolved in determining the appropriate scale and focus of the program.

1. Universe of Need

There is a great deal of debate about the universe of need for and the appropriate scale of the summer program. There are no national or local data combining age, income and employment status for the summer months, so estimates on need must be generated by projections from information collected previously in the March Current Population Survey. Even with these data, there are serious problems of interpretation because of the fluctuations in family and labor market status for youth and the inadequacy of available measures. The uncertainties are so great that some analysts believe that the summer program in 1978 saturated the universe of need while others believe that the program could be and needs to be doubled or tripled. It is impossible to resolve the uncertainties, but the presentation of several alternative approaches for estimating universe of need can help inform decisionmaking.

o Prospective Estimates From March Data

One way to estimate need is to project jobs necessary to equalize employment/population ratios for disadvantaged and nondisadvantaged.

The first step is to calculate the number of economically disadvantaged students, subtracting those expected to be in school during the summer. Based on the March 1978 figures, there will be 2.0-2.2 million disadvantaged students not in school in the summer. The target employment/population ratio can be derived using white youth as a proxie for the nondisadvantaged. All of the increase in employment and population of out-of-school white youth between April and July is attributed to student youth. Dividing their change in employment by their change in population yields an estimate of the employment/population ratio of white students, or the share of white students who work in the summer. The final step is to adjust this ratio upward to take account of the fact that the employment of nondisadvantaged youth is more favorable than that of white youth. Specifically this step involves multiplying the July employment/population ratio of white students times the March ratio of the share of nondisadvantaged employed to the share of white youth employed. The resulting target ratio is .7, in other words, the employment rate the disadvantaged would have to achieve to equal the employment rate of nondisadvantaged.

The job requirement is simply the product of the target ratio and the population of disadvantaged students not in school during the summer, or 1.4 million jobs.

The job gap for disadvantaged youth normally not in school is also projected from the March figures as 2.3 million. The employment/population ratio for nondisadvantaged nonstudents was .78; that for disadvantaged out-of-school youth was .47. Assuming that this share would rise by summer 1979 to .54 for seasonal and cyclical reasons, the gap between the target and actual employment/population ratios is .24. The absolute size of the gap is .24 times 2.3 million, or about 550,000.

Direct data on the experiences of disadvantaged 14-15 year olds are not available. However, the share of all 14-15 year olds in the disadvantaged category is expected to be about 20 percent based on figures for older teenagers. Multiplying .2 times the population of 14-15 year olds yields an estimate of 1.6 million. Using nonwhite/white comparisons as proxies for disadvantaged and nondisadvantaged the employment/population gap was .12. Multiplying .12 times the 1.6 population yields an estimate of about 200,000.

From this projected need of 2.15 million jobs in order to equalize employment/population ratios for disadvantaged and nondisadvantaged youth, the jobs available from other programs must be subtracted. These figures come from program estimates of job and training slots available and from estimates of the private jobs generated through NAB and employment service activities. In addition, disadvantaged students would continue to be able to find jobs on their own at the levels experienced during the school year. Adding all these jobs together yields an estimate of 718,000 for the jobs that would be held by disadvantaged youth in the absence of the summer youth program.

The net job deficit is, therefore, estimated to be 1.4 million jobs in order to equalize employment to population ratios. This is the "official" Department of Labor estimate. It is important to note, however, that over 1 million jobs were provided in 1978 yet the July employment/population ratio gap between whites and nonwhites was still 21 percentage points. If this is assumed a proxie for the disadvantaged/nondisadvantaged gap, there would need to be another 1.2 million (5.9 million disadvantaged youth times .21) jobs to equalize the ratio. Obviously, such prospective methodologies leave much to be desired.

There are some reasonable arguments that these calculations understate the universe of need. A key figure is the 720,000 estimated jobs from sources other than the summer employment program. It assumes that disadvantaged students will continue to hold the jobs they did during the school year, which they may not, and it includes estimates of jobs secured through the employment service and through the National Alliance of Business which are not well documented. More critically, the expected employment/population ratio without the summer program is projected as .54 when the school year rate is .45. It is a fact that the gap between whites and nonwhites increases during the summer months, and it is probably accurate to assume that as student job seekers flood the market, disadvantaged youth are pushed to the end of the labor queue. If the expected ratio without the summer program were .45, there would be an additional 200,000 job deficit.

On the other hand, a more conservative estimate of need might be projected from different assumptions, as is done by the Office of Management and Budget in its needs estimates. If the disadvantaged out-of-school youth are defined to include only those with 5 or more weeks of unemployment, and if there is assumed to be no seasonal increase in their labor force participation or unemployment, then only 308,000 would be counted as structurally unemployed (although it is worth mentioning that duration of unemployment is a questionable measure of structured problems for youth because of the high likelihood of leaving the labor force). Seasonal job needs among students may also be estimated by simply estimating the labor force growth for the disadvantaged in the summer which would yield a 1.1 million estimate of need, although filling this need would not equalize employment/population ratios from the disadvantaged and nondisadvantaged. Under these more conservative assumptions, the job need is estimated to be only .7 million instead of the 1.4 million. In other words, the summer program is fiscal 1978 exceeded the universe of need according to this methodology.

- Retrospective Estimates From March Data

It is possible to estimate retrospectively rather than prospectively. In March 1977, there were 4.4 million youth age 14-21 living in families or households with incomes below the poverty threshhold. Of these youth, only 1,786 thousand or 41.1 percent reported work experience in the previous year (which would include work in the summer program). In contrast, 61.1 percent of nonpoor youth held jobs at some point. To correct this differential, 870,000 additional jobs would have been necessary. The economically disadvantaged definition includes persons or families with income of 70 percent or less of the lower living standard; for a family of four in an urban area, this is roughly a fifth above the poverty threshhold. In 1976, the number of persons in households below 125 percent of the lower living standard was 142 percent of the poverty population. As a rough estimate, then, it would take some 1.0-1.2 million additional summer or school year jobs to bring the work experience/population ratio of the low income youth up to the work experience/population ratio of advantaged youth. If the aim were to equalize total weeks of employment as a percent of potential weeks, the number of jobs would have to be much greater since the mean number of weeks worked by poor youth with any work experience was less than three-fourths that of nonpoor youth with work experience. These estimates are above and beyond the existing summer program levels which are already counted in the employment base. In the summer of 1979, it is projected that there will be 250,000 more YEDPA and 1978 summer program jobs for economically disadvantaged youth than in fiscal 1976, so the unserved universe by this estimate is something in the range of 1.0 million youth.

	Non Poor			Poor		
	14-15	16-21	14-21	14-15	16-21	14-21
Population	7,111	21,381	28,492	1,224	3,126	4,350
With Work Experience	1,936	15,466	17,402	208	1,578	1,786
Percent With Work Experience	27.2	72.3	61.1	17.0	50.5	41.1
Mean Weeks of Employment for those With Work	21.9	31.2	30.1	19.2	22.3	21.9

o Projections from New Data

As part of the knowledge development activities of the youth initiatives, there was an intensive survey of poor youth age 16-19 who had not yet completed school and who resided in six cities of varying sizes as well as two rural areas. This survey found that only 41 percent held jobs in the summer of 1977 compared with 58 percent of all youth age 16-19. For 16- to 19-year-olds alone, this would yield a job deficit of 380,000 to bring the participation up to that of all youth. If the same differential were assumed for all poor youth age 14-21, the deficit would be around 740,000 jobs. Counting the near poor, it would increase to something above one million jobs.

o Job Offer Approach

The Youth Incentive Entitlement Pilot Projects program provides an estimate of the job deficit for youth, since summer jobs are guaranteed for all economically disadvantaged students in selected areas. The program serves a subset of the summer program universe:

Entitlement Eligibles		Summer Program Eligibles
16-19	vs	14-21
Poor	vs	70 percent of lower living standard
Students	vs	in-school and out-of school youth

Data have been gathered from six of the largest Entitlement sites giving the number of 16-to-19 year-olds employed in the summer program in 1977 as compared to the number under Entitlement and the summer program combined in the same areas in 1978. The sites include Baltimore, Boston, Cincinnati, Denver, King-Snohomish and Mississippi. These areas provide a range of economic conditions. In these six sites, the number of employed 16-to-19-year-olds rose from 12, 828 to 31,283 between the 1977 and 1978 summers. The increase would presumably have been greater if Entitlement were extended to 16-to-19 year-olds not returning to school and to those between the poverty line and 70 percent of the lower living standard. The income determination system for Entitlement is one of the most rigorous ever devised, so that the percentage of ineligible youth served is probably not large. It is also important to note that this was the start-up of the program and the utilization rate on the Entitlement can be expected to increase.

The conclusion appears straightforward. There are several times as many youth eligible for and willing to take summer jobs as there are opportunities available under the summer program. However, Entitlement aims to provide jobs to all poor youth who want them rather than to equalize employment/population ratios or unemployment rates between disadvantaged and nondisadvantaged youth.

2. Methods of Allocating Summer Program Funds

Until the reauthorization of CETA in October 1978, the formula for allocating CETA funds to prime sponsors for operating the summer program was determined administratively. In order to plan the 1978 summer program efforts, a range of alternative formulations were considered from the perspective of targeting resources more effectively to areas in greatest need, developing a formula responsive to changes in local economic conditions, and assuring prime sponsors a reasonable degree of funding continuity.

Ideally, the best way to allocate summer jobs resources would be in some relationship to each locality's share of the number of disadvantaged youth in the nation who are in need of summer work but are unable to find jobs in the competitive labor market. Unfortunately, current data are inadequate to provide this information. There are no reliable data on youth unemployment rates for prime sponsors or poverty rates among youth and even less on the seasonality of employment and unemployment. It is necessary to deal with aggregate unemployment and poverty data.

In considering options for allocating funds, one may vary the factors of incidence of unemployment (the number of unemployed), severity of unemployment (excess unemployment over 7.0 percent), the hold harmless provisions (consideration of prior year funding), poverty (number of low-income families), and population density (number of persons per square mile). Not only can each of these factors be considered or not considered, but varying weightings may be assigned to each.

The past administrative formula (which is about the same as that in the 1978 CETA legislation)assigned a weight of 50 percent to prior year funding and applied a hold harmless proviso whereby prime sponsors are guaranteed 100 percent of either person-years of service or dollars provided in the preceeding summer. As a consequence, the distribution of program resources continued to be determined more by what sponsors received in prior years than what they currently need (at least as measured by unemployment and poverty). Thus, of the 443 prime sponsors funded by the FY 1978 summer youth program, close to 90 percent were funded at levels determined either by the hold harmless provision (140 sponsors), or by the limit set on the maximum increase (251 sponsors).

Of the factors currently used in allocating program resources, data on unemployment have the greatest potential for shifting proportionate shares among CETA sponsors. Cities tend to have a relatively smaller labor force and a greater number of unemployed, so their average unemployment rate is about a full percentage point above counties, and three-fourths of a percentage point above Balance-of-State areas. This means that if one wants to target more summer resources to cities, any formula designed to benefit cities differentially should provide added weight to the severity of unemployment, concentrating either on the distribution of the number of unemployed persons, or for even greater effect, the number of unemployed in excess of a stated percentage, say 7.0 percent unemployment. The share going to Balance-of-State units and statewide consortia are reduced by this approach.

When the traditional or the variable type of hold harmless provision is applied and the distribution and incidence of unemployment are the only other factors considered, city prime sponsors receive the largest share of resources, responsiveness to year-to-year changes in local economic conditions is somewhat limited but program continuity is disrupted less relative to other options. Because 1960's efforts were focused on the worst poverty areas, the hold-harmless tends to distribute funds where the severity of need is greatest except that there was substantial unevenness related to the grantsmanship of particular locations.

When poverty is factored into the formula, as well as unemployment, significantly less funds go to the Northeast and North Central States, and significantly more go to Southern States.

When population density is factored in, urban jurisdictions receive dramatically increased shares of resources, at the expense of decreases in funding for most other program operators. Of all the factors tested, population density would have the greatest effect in increasing shares of resources to urban areas.

Whatever the factors considered and the various weightings applied, the problems of targeting toward youth unemployment are severe due to lack of appropriate data. Adult unemployment rates are not reflective of youth unemployment. Studies have shown that if allocation formulae could be based on state shares of unemployed poor youth rather than adults, the Northeast would lose and the South would dramatically increase, relative to current figures. While it may be possible to construct reasonably good proxies from available data using regression techniques, the fact is that the key data on each locality's share of the number of disadvantaged youth in the Nation are not available and any efforts to equitably deal with youth unemployment are severely hampered.

3. The Timing of Allocations

A related issue is the timing of the summer allocation. There is no doubt that early notification permits better planning, and some modest strides have been made to permit an earlier start.

1969 - May 28th	1st announcement	
June 13th	2nd announcement	(supplemental)
July 25th	3rd announcement	(supplemental)
1970 - May 1st	1st announcement	
July 10th	2nd announcement	(supplemental)
1971 - April 9th	1st announcement	
1972 - March 19th	1st announcement	
June 5th	2nd announcement	(supplemental)
1973 - April 11th	1st announcement	
May 27th	2nd announcement	(supplemental)
July 10th	3rd announcement	(supplemental)

1974 - May 7th	1st announcement	
1975 - May 15th	1st announcement	
1976 - April 21st	1st announcement	
1977 - February 21st	1st announcement	
June 3rd	2nd announcement	(supplemental)
1978 - February 28th	1st announcement	
June 9th	2nd announcement	(supplemental)
August 9th	3rd announcement	(small discretionary allocation)

There are several factors which impede more timely allocation. In most years, there are uncertainties about new budget levels until mid-winter, and there is frequently a supplemental appropriation as the summer arrives. If benchmarked unemployment and poverty data for the latest calendar year are to be used, these are not available from the Bureau of Labor Statistics until March. Most critically, the current funding formula includes a distribution of any carry-in from previous years, with commensurate reductions for each prime sponsor with carry-in. This provides an incentive not to carry over money from year to year. However, since expenditures for planning can occur from January through December, and since there are difficulties collecting data from literally thousands of subagents, accurate carry-in figures are not available until February. It would be possible to put out tentative estimates earlier assuming resolution of budget issues, but these would have to be subsequently adjusted which would create as much confusion as a later initial announcement. Consolidation of the summer program into the planning year of other CETA programs, with a modification in the spring, might make sense, but it would not solve the carry-in issue nor would it end summer supplemental actions and the confusion which results.

4. Target Groups for Summer Jobs

There are a variety of questions about the most appropriate target groups for summer jobs. The income criteria is one issue. Age is another, specifically whether to serve 14- and 15-year olds and 20- to 21-year-olds. Finally, there is the issue of appropriate levels of service for significant segments.

o One of the major complaints about the summer program has been its strict income eligibility requirements. It has frequently been mentioned in press coverage that youth from families slightly above the need standard are excluded, and that poor youth suffer from being ostracized rather than mainstreamed. On the other hand, the target efficiency of income transfers are maximized where income eligibility standards are strict and on the average the jobs go to youth with few other options.

In the 1978 program, the eligibility limit was changed from the poverty level to 70 percent of the Bureau of Labor Statistics Lower Living Standard, in other words from $6,200 for an urban family of four to $7,337 or an increase of 18 percent. It is a best estimate that this change expanded the eligible population for the program by as much as one-third. There are still inconsistencies with other youth programs such as YETP where priority is to be placed on the economically disadvantaged but youth from families with up to 85 percent of the lower living standard income can be served. This 85 percent level is almost half again the poverty threshhold, and might be expected to almost double the eligible population. There are some problems in integrating YETP and the summer program since participants in the former are not always eligible for the latter. However, YETP may have a summer component for youth between 70 and 85 percent of the lower living standard. Some states such as Michigan and Minnesota have also instituted state-funded summer programs which are not restricted to youth from low-income families. Under YETP, four-fifths of enrollees are economically disadvantaged, suggesting that it may be possible to raise the limit and yet achieve a reasonable targeting through administrative emphasis.

o The Administration has proposed to eliminate employment of 14-year-olds under the summer program in fiscal 1980. There are several considerations. First, 14- and 15-year-olds less frequently work or look for work than older teenagers.

Labor Force Participation Rate

July 1978

Age	Rate
14-15	35.0%
16-17	55.7
18-19	75.6

Second, racial differentials are not as great at ages 14 and 15 as later in the teen years.

Annual Averages

	1977		
	Employment/ Population White	Employment/ Population Nonwhite	Percentage Difference In Employment Population/ Rates
14-15	19.9%	6.2%	13.7%
16-17	41.0%	15.7%	25.3%
18-19	59.6%	32.2%	27.4%

Third, the minimum wage provided by law under the summer program is substantially higher than most 14-and 15-year-olds would otherwise earn; more than half of those employed work for less than the minimum wage.

Fourth, young teens have fewer breadwinning responsibilities. Less than 1 percent of 14- and 15-year-olds are married compared to 15 percent of 18- and 19-year-olds. Less than 1 percent of 14-and 15-year-olds are unrelated individuals compared to 7 percent of 16-21 year olds.

This is not to minimize the needs of young teens. Their seasonal employment problems are severe. The July/April labor force ratio is 1.9 for 14- and 15-year-olds compared to 1.4 for 16- to 19-year-olds. The July/April unemployment ratio is 2.4 for the younger group compared to 1.4 for the older teenagers. In other words, 14- and 15-year-olds have even more severe seasonal employment problems.

In July 1978, the unemployment rate for 14- to 15-year-olds was 17.1 percent compared to 16.2 percent for 16- to 19-year-olds and 6.3 percent for all workers. There were almost half a million unemployed 14- to 15-year-olds in July 1978, even though roughly 300,000 were employed under the summer program. The unemployment rate for 14- to 15-year-old nonwhites was 38.6 percent in July 1978 compared to 13.6 percent for whites this age.

There is no evidence on the relative effectiveness of summer programming on younger and older teens. In fact, prime sponsors tend to offer fewer hours of work and to emphasize career exploration for 14- and 15-year-olds. It is among this group that crime and illegitimacy are rising most rapidly, but few programs have focused on these needs.

With all this said, it would appear that on the average the problems of 16-19 year olds are more serious than those of 14- and 15-year-old youth. Summer jobs can help both groups but scarce resources must be allocated to them most in need. It is, therefore, reasonable to concentrate on older teenagers.

There have also been some questions about the need to serve 20- and 21-year-olds. The arguments for serving such youth are straightforward, even though they do not have a major seasonal unemployment problem. First, it is economically disadvantaged youth and minorities who are most likely to be getting their first jobs at this age or making the transition from secondary school to work because of school completion lags. For instance, the average black male is almost a year behind in school and completes as much as 1.5 years later. Second, economically disadvantaged 20- to 21-year-olds would be unlikely to take minimum wage, seasonal jobs if they had any options. Where they do not, it could be reasonably argued that they probably have the most serious needs for employment. Third, the summer job can serve as an entry port into the employment and training system.

o One of the significant segment questions concerns services to minorities. The minority share of the summer employment program has increased from a third in the first year of the summer program to nearly three-fifths in fiscal 1978. The question is whether this is an appropriate share. According to the last comprehensive poverty figures for 1976, nonwhites accounted for 49 percent of poor youth ages 14 to 21. Among poor youth who did not work full time through the year, they accounted for 53 percent. The incidence of poverty among 14-to 21-year-old nonwhites is 33 percent compared to 10 percent among whites. In terms of unemployment, nonwhites accounted for 30 percent of jobless 14-21-year-olds in July 1978. If summer program jobs are excluded and participants counted as unemployed, the nonwhite share rises to 36 percent. The unemployment rate for 14-21-year old nonwhites in July was 21.7 percent compared to 12.0 percent for whites. If the poverty standard is used as a measure of need, and any weight is given to the relative severity of problems, it appears that the nonwhite share of total enrollment is completely appropriate. If the measured unemployment rate is the standard, than the nonwhite share is somewhat high; if severity of unemployment is considered, the share again looks reasonable.

High school dropouts represented only 6 percent of regular summer program enrollees in 1978. Among 16-21 year-olds in October 1977, 2.2 million were dropouts and .5 million of these were unemployed. Assuming no change in the seasonality of unemployment, they would have represented a fifth of 16-21-year olds unemployed in the summer, and a larger proportion of the unemployed poor.

The issue, then, is not whether they are receiving a fair share based on need; they are not. The question is whether such youth are best served by a short-term work-oriented intervention. As the summer program is now structured, it does very little to provide remedial education, to direct youth back into school, or to serve as a port of entry into year-round programs. It is probably better to serve this segment with year-round youth programs as most prime sponsors have chosen to do.

5. Impact of Enrichments

The 1978 summer youth program regulations stressed the need to diversify and enrich basic work experience with vocational exploration, vocational counseling and occupational information and services to promote return to school including remedial education. This is consistent with the notion of the career employment experience or work plus services which is stressed under the Youth Employment and Training Programs section of YEDPA. Work produces an immediate social product. Training and other services do not, so an investment in enrichment must be justified by the extra effect on future employability.

The Vocational Exploration Program was operated as part of the 1978 summer program in 135 sites under a national contract with the AFL-CIO's Human Resources Development Institute and the National Alliance of Business. The emphasis was on job exploration in the private sector combined with counseling and labor market information. The program provided an example not only of the benefits of greater linkages to the private sector, but also more intensive supportive services, counselling and other enrichments. A total of 4749 enrollees were served in regular VEPs, along with 1951 in special components for handicapped youth, offenders and for nontraditional career exposure for males and females. One-sixth of these participants were primarily in a classroom setting, two-fifths mixed job experience with classroom instruction, and the remainder were involved primarily with job activities. The experience was suggestive of the costs and benefits of enrichment, and a comprehensive evaluation was conducted comparing VEP with the traditional summer program.

Vocational exploration is more costly. In fiscal 1978, VEP projects averaged about the same number of hours per participant as the summer program--229 in regular VEP, 213 in special VEP and 219 in the regular summer program. For regular VEP, 80 percent of funds went for allowances of enrollees, and for special VEP, 74 percent, compared to 86 percent of funds under the regular summer program going for wages, allowances and fringes of participants. It is difficult to isolate administrative costs incurred by prime sponsors which are not charged to summer funds or the overhead costs of HRDI and NAB that are provided from general contracts. It is a best estimate, however, the national VEP components averaged about double the expenditure of the regular summer program on enrichments.

The net costs of VEP and the regular summer program are difficult to assess. According to the regulations, VEP youth "will not be involved in work experience or any other activity that contributes, or could be expected to contribute, to additional sales or profit for the private-for-profit organization..." On the other hand, a primary thrust of the regular summer program has been to increase the discipline and output of the work experience. It remains unclear how productive regular summer jobs are on the average, but somewhere between 50 and 75 percent of costs are probably returned in output. For VEP it is probably between 0 and 25 percent, since some youth are involved in productive work experience with nonprofit organizations. Assuming a 50 percent offset of regular summer program costs and a 25 percent offset of VEP costs, the net cost to society of VEP is roughly double that of the regular program.

The benefits in terms of direct employment and income transfers are roughly the same for the two approaches, disregarding the slightly lower percentage going into the pockets of participants under VEP and the fact that by strict application of the definition, VEP participants should not be counted as employed by the Current Population Survey. The possible differences in impact are as follows: (1) Gains in cognitions, attitudes and awareness of the world of work are likely to be different to the extent private and public sector experiences are different or enrichment pays off; (2) VEP may provide greater access to permanent jobs in the private sector. This effect is likely to be small for students, who will most frequently return to school, but it could be large for dropouts or graduates. A third of VEP enrollees were high school graduates compared with only a seventh of regular summer program enrollees in 1978; (3) VEP may also have an institutional change impact, making the private sector more aware of the capacities of CETA youth.

An attempt to measure the comparative impacts of VEP and the regular summer program on the cognitions, attitudes and work awareness of youth yields the following evidence:

1. On the two measures of life satisfaction, VEP enrollees gained more than regular summer program enrollees.

2. On the four measures of self-esteem, regular summer participants did better on two and VEPs on two.

3. In regard to personal efficacy, VEP participants had more positive changes on three of five measures.

4. Attitudes towards the criminal justice system changed more positively for regular summer youth than VEP enrollees on two of three measures.

5. Likewise for citizenship attitudes, regular summer program enrollees did better on three of four measures.

6. In terms of sex-role orientations, VEP participants changed more positively on three of five measures.

7. Attitudes toward labor unions declined for regular summer youth enrollees but improved for VEP participants.

8. Most critically, VEP participants experienced positive changes relative to regular summer program youth on 13 of 17 measures.

9. The percentage of VEP enrollees who felt the program helped a lot in deciding on the type of job they would like to hold in the future was half again that in the regular program, while the proportion feeling it helped a lot in teaching them what they needed on the job was a fifth higher.

10. The social attitudinal gains from VEP were much more frequent and significant for females than for males.

There were no major differences by age or race, although blacks in VEP experienced relatively significant increases in their sense of personal efficacy.

These tested differences in attitudinal variables are difficult to translate into policy significant terms. Enrichment appears to make some difference, holding out hope that the combination of productive work experience with extra support services will make a difference. As a general statement, however, it does not appear that there are major differences in the development of VEP and regular summer participants over the course of their enrollment which would justify the extra costs of VEP resulting from the lack of productive output; the differences might, however, justify the extra costs of counselling, training and support.

IMPROVING THE SUMMER PROGRAM

The Summer Youth Employment Program is the largest single categorical program for young people, spending $3.7 billion on 8.5 million participants over the fourteen years of its existence. It has a massive impact on the measured rates of employment and unemployment for poor and minority youth, particularly nonwhite 14-19-year-olds whom it provides over two-fifths of all employment in the summer months.

It is an important source of income supplementation for the low income families of participants. Despite its scale and importance, the summer program has been the "neglected child" of employment and training efforts. For a few months before the summer arrives, it tends to receive national and local attention. Hundreds of thousands of youth are employed each year without much fanfare. There are a few scandals about ineligible participants, makework or fraud and abuse. Almost all participants, however, are positive about the experience and complete their 9 to 10 weeks of enrollment. Most return to school and the program is forgotten until the next year. This cycle has been accepted year after year in the recognition of the administrative difficulty of simply enrolling so many youth for a short period, in the belief that whatever work is done is better than idleness, and with the idea that the income transfer effect alone may justify the cost.

With the passage of the Youth Employment and Demonstration Projects Act of 1977 and the doubling of Job Corps, Congress and the Administration have made a commitment to improving, as well as expanding, youth employment and training programs. The "tool kit" has been expanded with four new year-round programs for youth: The Young Adult Conservation Corps and Youth Community Conservation and Improvement Projects emphasize hard work for unemployed young persons, the first program for a mix of all youth with most work on isolated public lands and the second for more disadvantaged youth and much more concentrated in poverty areas. Youth Employment and Training Programs is chiefly for in-school youth with the aim of better linking education and work. Youth Incentive Entitlement Pilot Projects is an experiment of scale, since it guarantees jobs for all poor youth who are in-school or return to school in selected areas; it is the most targetted of all programs. These programs supplement existing services to youth under Title II of CETA and under public service employment, where youth make up half and a fifth of enrollments respectively and where there can be closer integration between adult and youth services. The Job Corps, with its comprehensive service approach for youth most in need, spends more per individual with the aim of making lifetime improvements. Finally, there is the summer program which addresses the critical seasonal employment problem of youth. While all the rest are year-round approaches, there is a need for some seasonal employment since the teenage labor force grows by more than half during the summer months.

Under all these initiatives, the intent is to improve the quality of programming, particularly to increase supervision and productivity under work experience approaches, to better monitor performance, to enrich work with other services such as occupational information and counseling, and to better integrate programs so that the options now available with the addition of the new YEDPA programs are used to provide the best set of services for each youth. Since the summer program is a primary tool, major attention has been devoted to assessing and improving its effectiveness. The following conclusions emerge from the efforts in fiscal 1978:

1. There has been continuing incremental improvement in the management of the summer program by prime sponsors. Logistical problems with worksite identification, enrollment, eligibility determination and the like which have plagued the program in the past are receding in importance although still serious in some areas.

2. Recent emphasis on the quality of worksite supervision has yielded some improvements, and most prime sponsors have implemented worksite monitoring systems. A large number of worksites still do not provide adequate work, supervision, or useful experience, particularly in large urban areas, Continued improvement is necessary. However, most participants are engaged in useful and supervised work.

3. The new thrusts to better integrate the summer and year-round programs, and to provide more than work experience, had a modest impact on the 1978 program, but further changes can be expected. A growing minority of prime sponsors are moving toward integration of youth activities.

4. Despite a number of evaluations undertaken for the first time in 1978, much remains to be learned about the summer program. Its impacts on future employability, juvenile delinquency, and school retention and completion, are unknown. The potential as a mechanism for dealing with dropouts is largely unexplored. The program has rarely been used as a transition mechanism for those leaving school. Further evaluation and demonstration is needed and planned on the more positive side, there are increasing instances where local school systems are recognizing the value of the program and are linking with it.

5. Basic policy issues need to be resolved concerning the appropriate allocation formula, income eligibility criteria, the age mix and the scale of the program related to the universe of need. Over the longer run, it will have to be decided how summer components can be better integrated with year-round programming for youth.

6. Measures have been taken which should improve the quality of the program in 1979 and beyond. The summer program regulations changes in fiscal 1977 and 1978, as well as the overall changes in CETA procedures, should result in continuing administrative improvements. The numerous evaluations and the technical assistance activities including monographs, films, conferences and guides which were developed in 1978 will be applied in fiscal 1979. A range of demonstration programs have been implemented for fiscal 1979 addressing key policy issues.

7. Practical experience suggests the need for reasonable expectations concerning the summer program. First, even under the most expert management, it is difficult to identify and create 10 week jobs for hard-to-employ youth. Mid-summer actions can correct only the most flagrant problems. It is to be expected that there will always be unevenness on worksites and severe operational pressures. While current performance is below potential, unrealistic standards are frequently applied. Second, change must be an iterative process in such a program. There were an estimated 165,000 worksites in the 1978 program. Any policy changes must be communicated from Congress and the administration, through regional Department of Labor officials, to prime sponsors, then to subagents and then to worksite organizations. Problems discovered or changes initiated one summer usually are not manifested until the next one. Third, it is unrealistic to expect that ten weeks of summer employment and/or training will have dramatic impacts on employability, attitudes or behavior. Most of the benefits are immediate -- productive work done, constructive alternatives to idleness and earnings put in the pockets of poor youth. Fourth, the program should probably not be changed dramatically from its work experience orientation. The "extras" may enrich this experience, but most participants simply want work and a paycheck, and a significantly more complex summer program may not be administratively feasible.

SUPPLEMENTARY STUDIES OF THE 1978 SUMMER YOUTH PROGRAM

1) A Report on Worksite and Other Activities Under the Summer Program for Economically Disadvantaged Youth (SPEDY). R.C. Smith and Gary Lacy. Office of Youth Programs Report Number 22. February 1979.

2) Analysis of 1978 SPEDY Plans
Jeffrey Holmes and Howard Hallman.
Office of Youth Programs Report Number 23. February 1979.

3) Summer Program for Economically Disadvantaged Youth (SPEDY) Monograph of 1968. Office of Youth Programs. December 1978.

4) Report on the Summer Program for Economically Disadvantaged Youth. Office of Youth Programs Report Number 24. February 1979.

5) A Preliminary Report on the Interaction of YEDPA and the 1978 SPEDY with a Compilation of SPEDY Portions of National Council on Employment Policy Case Studies. Office of Youth Programs Report Number 25. February 1979.

6) SPEDY Program Adjustments to Proposition Thirteen by Eight California Prime Sponsors. Robert Singleton. Office of Youth Programs Report Number 26. February 1979.

7) Final Report of the 1978 Vocational Exploration Program (VEP). National Alliance of Business and the AFL-CIO Human Resource Development Institute. Office of Youth Programs Report Number 27. February 1979.

8) Process and Impact Evaluation of the Summer 1978 Vocational Exploration Program. Brian Nedwek and Allan Tomey. Office of Youth Programs Report Number 28. February 1979.

9) Analysis of Summer Youth Program Resource Allocations. Office of Policy, Evaluation and Research. Office of Youth Programs Report Number 29. February 1979.

10) Summary Conference Report on Summer Programs for Economically Disadvantaged Youth (SPEDY). Office of Youth Programs Report Number 30. February 1979.

11) A Study of the 1978 New York City Summer Youth Employment Programs National Child Labor Committee. Office of Youth Programs Report Number 31. February 1979.

12) Concept Paper on the Consolidated Youth Employment Program Demonstration. Office of Youth Programs Report Number 20. February 1979.

13) A Pilot Study of the Value of Output of Youth Employment Programs. David Zimmerman and Stanley Masters. Office of Youth Programs Report Number 21. February 1979.

14) Youth Serving the Community: Realistic Public Service Roles for Young Workers. National Child Labor Committee. Office of Youth Programs. March 1978.

15) More Effective Management is Needed To Improve the Quality of the Summer Youth Employment Program. General Accounting Office. March 1979.

A Report on Worksite and Other Activities Under the Summer Program for Economically Disadvantaged Youth (SPEDY)

October 1978

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Office of Youth Programs
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OVERVIEW

This independent appraisal of worksite and other activities presents a realistic, largely qualitative assessment of SPEDY in a representative sample of sites around the country. There is no baseline for comparing efforts in this 1978 summer to previous years' programs, so that measurements of progress, change or comparative performance are limited.

There are several positive findings. First, SPEDY appears to be relatively stable in its approach and effectively creates and fills large numbers of jobs for youth who would not otherwise be employed in the summer months. The performance noted in the survey mirrors the increased outlay/obligation ratio in recent years, the longer lead time when allocations are known locally, and the maintenance of relative consistent regulatory formats. Second, there are evidences of many exciting projects which have been developed by prime sponsors under SPEDY.

There are several neutral findings. First, as in the case with year-round youth programs, there is enormous variability in the quality of worksites within prime sponsors. Second, participants' views concerning the quality of worksites tend to coincide with those of evaluations; for the most part they accept the jobs, good or bad, because there are few other options. Third, the program has become focused on black and minority youth even where there are eligible white youth. While this is important in correcting racial employment differentials, a mixing would be preferrable. Fourth, the regulations and federal policies do not seem to be a problem nor was there evidence of great anxiety or concern over the substantial changes, particularly in monitoring requests, in the last year.

There are also some important negative findings. First, the SPEDY regulations encourage year-round planning and program integration. It does not appear that the summer program is well integrated with in-school programs in most cases. Second, the regulations require prime sponsors to monitor worksites, and are much stronger in this regard than in previous years. It cannot be determined whether there is more or less monitoring than in previous years, but it does not appear that there has been an extensive effort by most prime sponsors. Third, only a small minority of youth are in vocational exploration or enrichment slots. It is, again, impossible to tell whether this is more than in previous years, although the observers felt that there had been increases in enrichment efforts.

These findings -- if supported by other evidence -- suggest the need for some policy action. First, worksite monitoring must be given greater emphasis, including the use of older youth as site visitors. Second, differential wages based on age or performance might be tested. Third, there is a need for more integrated planning at the local level. Fourth, prime sponsors must make a greater effort to weed out less effective subgrants from year to year. Fifth, the model programs must be identified and then encouraged. Sixth, the share of allocations used for administration is typically less than permissable by the regulations; this percentage might be usefully increased by many prime sponsors in order to improve program quality.

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Administrator
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I. Introduction and Acknowledgements

This report is based on four-day visits to Summer Program for Economically Disadvantaged Youth (SPEDY) worksites in nine CETA prime sponsor areas during August, 1978. The visits were by staff of MDC, Inc., of Chapel Hill, North Carolina, and field research associates. The purpose was to gain insights into SPEDY operations with particular attention to salaries, supervision, and work and other activities being performed. The study is part of a larger effort to examine activities at worksites of national youth programs.

The authors wish to express appreciation to the staffs of the prime sponsors who gave so generously of their time and efforts to assist in gathering this information. Participating prime sponsors were Pasadena, California; Colorado Springs, Colorado; Cook County, Illinois; Dallas, Texas; Savannah-Chatham, Georgia; Memphis, Tennessee; Charlotte, North Carolina; Delaware County, Pennsylvania; and Stamford, Connecticut.

We realize that this study of SPEDY worksites is limited both in terms of time spent on-site and the number of sites visited. Clearly, any conclusions reached in such a study must be labelled tentative. At the same time, the staff and associates involved in this study have considerable experience both in operating and overseeing CETA programs and, particularly, in surveying youth work experience programs under YEDPA. We hope some of the observations and opinions expressed here will be useful to youth program operators elsewhere in the country.

II. Some Vital Statistics

Statistics make more sense the farther away from them you get. Close up, they are slippery by nature and susceptible to a dozen interpretations. Nevertheless, we tried to gather some basic numbers, as much to frame the dimensions of this little study as to cast light on the operations examined.

In the four-day visits, two-person teams interviewed prime sponsors whose total SPEDY allocations came to $12.31 million and whose programs provided slots for 16,788 youths.

Of the youths listed on board at the time of the visits:[1]

- Fifty-four percent (8,826) were male and forty-six percent (7,622) were female.
- Seventy-nine percent (12,891) were non-white and twenty-one percent (3,464) were white.
- Eighty-nine percent (14,356) were officially listed as in-school and eleven percent (1,850) were dropouts.
- Eleven percent (1,524) of the in-school group were listed as high school graduates (a few already in college; a number more planning to attend).
- All were listed as coming from economically disadvantaged families.

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[1] We are aware that no two sets of these "totals" add up exactly either to the total of the slots provided or to each other. They are less than the total slots provided because some prime sponsors had not filled their quota. They do not match -- add up to each other -- because no two people count the same way. Prime sponsors will understand.

MDC staff and field research associates attempted to choose work experience and other activity sites representative of these statistical break-outs, although there was an effort as well to document exemplary (or at least pretty good) programs where they could be found.

In the course of the visits, the teams went to a total of 96 worksites and interviewed 72 supervisors and a total of 325 youths. Statistical comparisons suggest that the worksites and programs examined were at least reasonably typical of those operated under SPEDY funding by the prime sponsors visited.

The visiting teams learned that:

•Virtually all youths were working for the federal minimum wage of $2.65 an hour[2] for an average of 28 hours a week[3] in programs lasting from eight to twelve weeks.

•As many as 98 percent of all jobs were with private non-profit or governmental agencies, the big majority of them operated by these agencies under subcontract with the prime sponsor. Only a handful of private, for-profit jobs turned up.

•The supervisory ratio averaged out to one supervisor for each 11 youths. This ratio is somewhat higher than was found in an earlier examination of similarly chosen YEDPA worksites this Spring, but there was a wide variance in both these programs and evidence that these figures are unreliable as a way of judging the quality of supervision.

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[2] A handful were receiving over $3 for no particular reason we could discern. They were not in sufficient number to make a percentage worth mentioning.

[3] Hours worked per week ranged widely from 10 to 40, sometimes for apparent reasons and sometimes not. This subject will be discussed more fully under Section III, General Observations.

•There is a great diversity of work experience, career exploration, cultural enrichment and remedial programs operating under the panoply of SPEDY, as suggested by the table on the next page. We've tried in this table to account for all SPEDY programs run by the prime sponsors involved in the study -- not just those we visited. Because many of these programs employ a mix of various components (work experience, remediation, career exploration, etc.) it is difficult to categorize them statistically. Insofar as is possible, we have tried to account for the total of SPEDY youths involved by listing each under the activity consuming the majority of his or her time in the course of a typical week. We'll discuss some of the more interesting aspects of this table under Section III, General Observations.

Job Classification Table

Job Classification		No. Slots	Percentage of Total Slots
General Office (Aides)		2,832	17%
Clerical	1,534		
Typist	840		
File Clerk	458		
Community Service Aides		3,002	18%
Teachers (Inst.)	581		
Librarian	530		
Recreation	1,363		
Teachers (Day Care)	271		
Camp Counselors	257		
General Maintenance (Aides)		5,259	31%
Janitorial	2,468		
Landscaping, Outdoor Beautification	893		
Construction, Building Upkeep, Weatherization	1,898		
General Health (Aides)		660	4%
Nursing	390		
Lab Assistant	27		
Dietary	243		
Vocational Work Experience		2,525	15%
Gen. Mechanics, Auto Repair	689		
Arts, Media	915		
Cosmetology	255		
Roofing, Heating, Air-Conditioning	306		
Painting	254		
Printing	106		

Career Exploration-Cultural Enrichment		2,205	13%
Cultural Enrichment	1,195		
Job Preparedness Training	635		
College Prep.	375		
Remedial (Reading, Math at high school level)	366	366	2%

III. General Observations

1. When it comes to summer programs for youths, SPEDY is YEDPA's older brother and sister. It's primarily an earning rather than a learning program at this stage of its development, a connection between when school lets out and starts again. It puts money out in the streets in a hurry and this is fine with its constituents, many of whom are program-wise if not work-wise youths.

Of the 56 youths interviewed by our team in Savannah-Chatham, Georgia, three-fourths cited SPEDY as their only work experience and half -- 28 -- were on their second, third, or fourth year in the summer program.

Everywhere we went, youths expressed the view that, whatever the quality of the program, the opportunity to earn summer money was paramount with them. They might wish for more enrichment, but they would not quit SPEDY on that account. Indeed, the number of "dropouts" from the program was so small as to be insignificant in most cases.

We were impressed with the way the SPEDY program was fired up in most sites — only one site, Stamford, Connecticut, reported a slow start. But the truth is that SPEDY is a "continued" program one summer to the next. Not only do many of the same youths show up for work, but often the same private non-profits and government agencies are available for placement. Nor is there need to "develop" these jobs. As our team in Dallas reported, the agencies are usually eager to have the youths to replace vacationing staff and to perform needed, if simple, services. In many areas, we found that the job offers began flowing to the prime sponsor as a matter of course in the Spring and continued, often, past the point where the program could provide participants.

It's important to understand that while it is a summer program running only between eight and 12 weeks, it is a "big" program in terms of the number of youths served. The 16,000 plus served in the primes visited in this study corresponds roughly with 2,500 served under YEDPA in essentially the same mix of primes visited this past Spring.

Big, fast-starting, SPEDY is not so much a planned program as it is an annual summer happening. It has been described as a "shotgun" approach to employing youths. It's probably too early to make any worthwhile comparisons with the new Youth Employment Demonstration Projects Act programs, but one of our team members with broad experience looking at both programs hazarded this distinction. "YCCIP is basically an OJT program leading to employment: YETP is a combination of job readiness training and job placement assistance; and SPEDY is a combination of subsidized work experience and cultural enrichment projects."

2. Despite all this, it isn't possible to say that SPEDY is unaffected by the new youth initiatives represented by YEDPA. Some of the "design" features of the better YEDPA programs can be detected here and there in SPEDY as evidence of a new reaching out.

The table we put together to try to describe the sorts of things SPEDY youths are doing does not begin to reflect the diversity that is out there. We found programs to teach boxing, to stage a parade, and even a program to develop programs. There seemed to be some willingness, here and there, to adapt to needs. In Pasadena, a large number of 14-and 15-year-olds showed up who were sorely in need of help in reading. Proposition 13 had closed the schools for the summer and it was difficult to place so many youths with reading deficiencies. The result was a remedial program called Basic Education for Employment Project (BEEP) — nothing brilliant or innovative but arguably the best toward-work experience these youths could be afforded during 10 summer weeks.

It's fair to say that even the better programs we saw are not innovative in the sense that they present something "new" in the way of experience for youths. At the same time, there are link-ups that have not occurred in the past. Commenting upon an exceptional vocational exploration program discussed in Section V, one of our observers in Colorado Springs described the better projects as offering "new ways of revisiting past program efforts."

Charlotte, for instance, is making that city's first real effort to involve youths in the private sector. Last year's OJT piece of SPEDY had 50 slots and only nine were filled. This year virtually all of the 100 slots were filled. Youths are working in that city in trucking, as auto mechanics, in bakeries, and in a cut-and-sew operation, and CETA officials are already talking of raising the ante to 250 slots next year with some "real vocational exploration" involved.

In Dallas, ex-offenders are being used to do repairs on the homes of elderly people and parole officers are working successfully as supervisors, in many cases developing the projects themselves and working extra hours at no pay. Another Dallas program outlined in Section V has youths working as interns for the mayor and department heads and developing their own proposals for future programs.

3. In terms of the numbers of youths served, however, these good SPEDY programs tend to be the exceptions. Because of the speed with which the programs are cranked out, and the summer after summer regularity of them, too little planning is done and even less monitoring. The result too often is jobs that are routine or worse.

The press in Charlotte paid visits to several SPEDY sites in mid-August and came away with the distinct impression that all was not well. "Summer Jobs Shortchange Taxpayers" read the headline over a story describing four teenage SPEDY participants getting full-time pay for "half-time" work supervising children in a summer day camp.

The story went on to say that "most" SPEDY participants "appear to be well-supervised, earning their money, and performing worthwhile work," but readers could be forgiven for failing to notice this somewhat sweeping modification. Our people in Charlotte and elsewhere were inclined to think that the significant truths about SPEDY lie somewhere between these extremes.

The worst aspects of SPEDY are not occasional "horror stories" that attract the press, but the too-often mindless way in which youths are funneled into jobs or activities for which they have no aptitude, or put in situations where no real preparation for them has been done. In Savannah-Chatham, youths gave poor grades to the planners who sent non-swimmers to work cleaning out debris from deep water in pools. In Stamford, an exciting sounding "creative writing" course turned out to be a series of aimless exercises to be performed in the absence of any real supervision.

Too often, we found cases where no effort was made to match the abilities and desires of the youths with the work to be performed. In Charlotte, we talked with a young woman who was interested in clerical work but had been "assigned" to a day care nursery. She didn't even know that clerical jobs were available -- nobody, she said, had asked her preference.

The general lack of planning apparent in the program may also account for two of its characteristics that are at least questionable. In the areas we visited, SPEDY is largely a program for blacks. In Savannah-Chatham and Charlotte, it would be fair to ask if there were really no white, disadvantaged youths. In Dallas, where there is a significant Mexican-American minority as well as whites, the program serves blacks virtually to the exclusion of others.

Another characteristic of SPEDY where we looked is that the program is heavily, if not quite exclusively, aimed at youths who are in school. Dropouts were only 11 percent of the universe in our prime sponsors.

It isn't likely that SPEDY is seen as a program aimed for in-school youths almost exclusively or a program aimed at black, in-school youths. What we are seeing is a program thrown together beginning each May to be ready the following month developing its own personal eccentricities.

These can be permanent when desk monitoring is sketchy or non-existent as it was for the most part where we looked. Indeed, it appeared that most prime sponsors were having a look at their SPEDY programs for the first time with us. Even where responsibility for monitoring was fixed, as in the Stamford program, only a few sites actually had been visited by the prime sponsor.

4. The youths know when they are being paid to stay out of trouble and when they are being paid to do something useful or somehow rewarding for themselves or others. They prefer the latter but they are willing to take the bribe if that is the best they can do.

It isn't easy to decide based on descriptions what will turn out to be a useful or rewarding work experience. We learned that the youths themselves are surprisingly tolerant of a variety of work. "You know," one 15-year-old in Colorado Springs remarked, "I don't plan to be a janitor but this work has to be done and I'm learning how to do some things. I mean, this isn't all that bad..."

Another thing that struck our observers was how little attention had been given to the fact that most SPEDY programs involve youths from 14 to 19 years of age -- a wide spread insofar as needs and abilities are concerned. The fact that the wages paid all youths, whatever their age, are the same is something that does not sit well with the older youths. In Stamford and Dallas and elsewhere, we heard complaints from older youths about not being able to work 40 hours. Yet, clearly, this would be questionable policy directed toward the younger youths, some of whom made it clear that they had no desire to work that long.

Even among the same age groups, arguments were summoned up by youths for variances in pay. "Why should I bust my tail when the guy working next to me is loafing and getting the same pay?" one of the older youths asked.

We heard some good arguments advanced in favor of programs focused more on vocational exploration and even cultural enrichment than on work experience as it is commonly regarded. For one thing, the youths themselves seemed less than ready to make career commitments and more inclined to seek an experience that would move them in some general direction. A Memphis program official put the question this way: "Which is more likely to have the greatest beneficial effect on their (the youths') later work life, doing custodial work for the city schools or becoming aware of technical career fields and how to become a part of them?"

Perhaps most interesting of all, several of our observers reported that the youths actually seemed less interested in "what" they were doing than in "how" it was being done. They were fired up when they were involved fully in a project and felt a useful part of some perceived team effort. They were lax and disgruntled when disorganization reigned about them. Their typical reaction to the latter situation was sarcasm: "Yeah, I'm motivated to go back to school. Anything's better than this job."

Youths in a Memphis theater project actually asked for closer monitoring from the prime sponsor so that they could feel more a part of what was going on. They wanted ... "sessions where things could be talked about ... monthly meetings with staff present."

It might be argued that one of the best products of a summer work experience, from the standpoint of the youths, is the learning that a sense of rapport, team work, can be instilled by a good supervisor, no matter the task at hand. One of the happier crews we observed was in Colorado Springs where 10 youths assigned to paint buildings and do general maintenance met daily with their supervisor to review assignments and to help plan the next week's work. Here, the youths clearly felt that they were functioning integral parts of a worthwhile effort.

We found some evidence that this kind of supervision works best with small groups -- 10 to a maximum of 15 participants per full-time supervisor -- and that the big crews and the isolated individual or two-person efforts each pose logistical and psychological problems.

Good supervision, a sense of learning something or at least accomplishing something useful, a visible product -- these seemed to us to be the key ingredients of most good SPEDY programs. Above all, supervision is key, and the quality of supervision in SPEDY as presently operated seems more often than not to hang squarely on the luck of the draw.

5. In the last analysis, the big questions about SPEDY have yet to be answered -- what does the program intend to accomplish, how is this to be done, and who is to be served?

In a sense, for all of its problems, SPEDY could be read as a success story. It gets the money out to youths who are at least not from clearly advantaged homes. It does this swiftly, for the most part efficiently (although we did encounter one or two problems with the delivering of paychecks), and as regularly as the change of seasons.

But that is to regard SPEDY as only an income maintenance program. Even here, there are questions about whether the most needy are receiving these payments. Our teams in Stamford and Cook County raised questions about whether the youngters in the program were really from dire or even particularly needy circumstances. The Cook County SPEDY youths seemed to one observer as reasonably well-off. They answered questions about what they planned to do with their salaries by saying such things as "buy clothes," "save for a stereo," "save for college expenses." Only the Spanish-American youths in the program, she noted, were contributing significantly to their families' household expenses.

We lay no claim to definitive conclusions in so restricted a study. Overall, the impression we received is that the youths served where we looked are economically disadvantaged and that while what they earn over a few weeks in the summer cannot mean much to their families, the money probably is the difference between their getting and not getting such items as decent clothes, bikes, books and normal entertainment privileges. For the most part, these are youths from poor families, often with only one parent in the home.

It is also true, however, that we found only one place where a concerted effort seemed to have been made to reach youths who could be described as "hard cases." In Pasadena, efforts were made to recruit youths described as "incorrigible" -- youths who had demonstrated anti-social inclinations or were in frequent trouble with the law; in short, the kind of youths who come to mind when we think of our American urban "jungles." Results of the Pasadena initiative are not yet in, but our field research associate in that city wrote realistically about it: "The number of positive terminations may be dwarfed by the number of incarcerations, not because SPEDY is not working but because SPEDY has decided to work in a direction where the payoff, though numerically smaller, is qualitatively greater for all concerned. But no simple ratio in the federal regulations will reflect that kind of commitment. Until it does, 'creaming' of the youths will occur, and those who need the program most will continue to find themselves at the end of the SPEDY queue."

If SPEDY is to reach the youths at the bottom of the pile, if it is to do more for any youth than to put out some money in return for time, it clearly could use more thought and planning at every level from the national down through the prime sponsors and subcontractors to the youths themselves.

IV. A Few Recommendations

At the worksite level:

1. Efforts should be made to improve the quality of the direct supervision of youths in SPEDY.

Again and again we saw SPEDY programs stand or fall on the quality of the supervision. How is it possible to get better supervision?

We asked this question of our assembled field research associates, some prime sponsor staff, a supervisor, and two young SPEDY participants in a de-briefing session held at the conclusion of the study. A good deal of consideration was given in the conversation that ensued to the "training" of supervisors. Most agreed that the average SPEDY supervisor was "qualified" by experience to oversee the work done -- although there were a few notable exceptions to this rule. The biggest need perceived was for supervisors who could communicate with the youths, who understood the dynamics of group activity, and who could serve as motivators.

There was agreement that these skills are hard to teach. If the people who are to do the supervising are a "given" in the equation, there will be some for whom short-term training in the dynamics of human behavior will be useless. But it should be possible to take more care in the employment of supervisors to see that they possess the desirable qualities.

It was suggested that worksite operators might use their best supervisors as recruiters to find others in the community who may be capable of serving successfully. A "pyramid" affect might be achieved through this technique, with each supervisor locating one or two others who may, in turn, locate still others.

Then, training might be feasible, with concentration on interpersonal skills and on communication with the youthful participants.

2. Thought should be given to establishing sliding wage scales, with more hours of work and more money available to the older youths.

Obviously, the simplest way to handle pay in a summer youth program is to pay everyone the federal minimum wage and work all the same hours. This seems fair enough on the surface and reduces bookkeeping problems.

But of course it does not take into consideration the different needs of early and late teenaged youths. To some extent the programs we looked at are taking this difference into account by allowing the older youths to work longer hours. Yet total working time still fell below the 40 hours that many of the older youths wanted.

Is the work there to do? That is a question that might be answered differently from program to program. But where SPEDY management can provide real work experience for the 17-19 year old youths, consideration should be given to increasing pay above the federal minimum and allowing these older youths to work more hours.

3. Consideration should be given to expanding vocational exploration and remedial areas of effort for the younger SPEDY participants.

It isn't easy to get as many useful jobs as there are summer youths clamoring for them. We observed a great deal of enthusiasm, particularly among the younger participants, for programs that were not work experience in nature, but which had the potential to help these youths begin to think their way toward the world of work.

In some cases, these were programs aimed at specific areas of vocational interest -- as in the VOICE program in Colorado Springs discussed in more detail in Section V. In other cases, the focus on work was less toward specific vocations than toward education for the world of work. The better of these programs seemed well suited to the needs of the younger SPEDY participants, most of whom are far from being able or ready to make "career choices."

A caution here. It is just as easy to "dump" youths into a fuzzily-planned, poorly-supervised vocational exploration program as it is to give them make-work jobs. Indeed, a good vocational exploration program probably requires as much planning and forethought as goes into establishing a good work experience site.

There may be a role for SPEDY, as well, in the general area of remediation. Where youths can be identified who are suffering difficulties in basic learning areas such as reading and math, a remedial program may be essential for them in any consideration of future work. Where other programs are not taking care of this need, SPEDY funds may appropriately be used.

At the prime sponsor level:

4. The clear need for better monitoring and planning of SPEDY suggests that SPEDY should become more of a year-round program at the prime sponsor level -- a program to which 12-month consideration is given and to which at least some full-time staff are assigned.

The exaggerated unevenness of SPEDY programs cited in this report suggests the need for improved monitoring and planning.

The problem is not one of prime sponsor inability to identify sub-par programs. The problem is that SPEDY has always been a swiftly-implemented, short-term program whose life-span lies between May and August. Prime sponsors subcontract out SPEDY, for the most part, and nobody but the youths -- and their employers -- ever know how things worked out.

Monitoring would promptly show up the poorly-run programs -- they're not that hard to find or identify. Just as important, the appearance of prime sponsor monitors would serve as additional motivation to the youths who -- believe it or not -- are quite conscious of when the folks with the money care enough to come by and see how it is being spent.

Good monitoring would expose weaknesses and highlight successes making planning for the future possible. Actually a short-term, intensive program such as SPEDY, with large numbers of participants to be served in a hurry, requires most careful planning. How can this be done by busy prime sponsors a month, at the most, before the program begins each summer?

In Charlotte, where consideration is being given to putting a staff member in charge of SPEDY full time, a CETA manager observed: "We are only using 6 percent of our SPEDY money on administration. I am wondering whether we are really doing the kids a favor by pumping 94 percent of the money out there with so little left over for planning, counseling, supervision."

The point is well taken. SPEDY money has always been seen by prime sponsors as an item that may or may not show up and that, in any event, needs to be funneled out to the youths as quickly as possible. If SPEDY is to become a more meaningful program, more money is going to have to be spent planning it, executing it, monitoring it, and changing it in accordance with the results of that monitoring.

This gets us back to the recommendations for improvements at the worksite -- particularly the choice of supervisors. That responsibility lies with the prime sponsor. The supervisor may be hired by the prime sponsor's subcontractor, but what he/she does can make the program succeed or fail. If prime sponsors made it clear that subcontractors who find good supervisors will get the contracts, there would probably be fewer poor supervisors around.

In the end, the success or failure of SPEDY programs relates back to a central point, one of those "things" that everybody knows about employment and training programs, but which apparently has to be learned again and again: Staff, people, top to bottom, make programs work or fail.

One of our observers in Delaware County, Pennsylvania, noted in a memorandum to the MDC staff manager of this study:

"When we last talked, I shared the view that institutional support was the key element to a successful youth employment program. I am now persuaded that the most vital component is the quality of the staff. This conclusion is based on my last visit to Delaware County and my analysis of the various worksites. Particularly I was impressed with the potential of Youth in Action and by the performance of Crozer Chester Medical Center . . . On the other hand, some other worksites which had very strong institutional support could in no way be considered successful programs. Youths cannot be motivated by machines, tests, or buildings, but only through meaningful human experience."

Our recommendations for prime sponsors operating SPEDY programs need some national policymaking context in which to be understood. We saw SPEDY programs operating side by side with programs under the Youth Employment Demonstration Projects Act. In many cases, the SPEDY and YEDPA programs were indistinguishable.

What relationship should the summer programs bear to any ongoing initiatives for youth employment? Should SPEDY and YEDPA strive toward the same ends or have different objectives?

At the present time, prime sponsors are operating programs on a piecemeal basis with little policy direction from the national level. If improvements are to be made in any substantial degree, they will have to be initiated at the policymaking level.

Viewed from the level of the worksites and the prime sponsors, there would seem to be a great need for consolidation and coordination of programs for youth employment, with clearly stated and realistically obtainable goals. At the same time, a good deal of flexibility probably ought to be granted to the prime sponsors to achieve these goals.

V. Programs: Exemplary (Or Just Pretty Good)

We're not sure what makes a program exemplary. We did see some excellent programs, however, enough in the relatively small sampling of prime sponsors we visited to suspect that there are many more around the country.

We've chosen five of the best we visited, as much for the variety of effort they represent as for any other reason. They have virtually nothing in common -- except that they seem to be fulfilling their own goals admirably.

One is primarily a vocational exploration program, another is designed for labor market orientation, two are work experience (one of them for juvenile ex-offenders) and the fifth is OJT in the private sector.

1. Vocational Exploration -- VOICE

The VOICE program is Colorado Springs has three basic goals: To provide youths with the opportunity to explore the requirements, skills, necessary knowledge and working environment of various occupations in an institutional training setting; to enable youths to receive on-the-job work experience in one of several occupations they decide to explore; and to provide them with access to labor market information.

Key to the program is the involvement of the local community college which established VOICE originally as an in-school YETP component in collaboration with Colorado Springs CETA officials.

Over an eight-week period, youths are given ten hours a week of vocational exploration in a classroom setting and 24 hours a week of on-the-job work experience. Following a screening and assessment process the youths choose two occupations they would like to explore from a field of ten. The ten occupational areas are: auto body repair, good management, secretarial, welding, nursing, auto mechanics, building construction, child care, machinist, and data processing.

Each occupational exploration period lasts four weeks. Participants attend classes on Tuesdays and Thursdays. On Mondays, Wednesdays, and Fridays they gain work experience on SPEDY worksites. During the course of the program, all participants receive labor market information through the Colorado Career Information System -- which helps them tap into the job market in the state. At the conclusion of the program, participants are urged to enter the Colorado Springs Consortium "job evaluation" system, which can help them determine their own job-related strengths and weaknesses.

Ninety-five SPEDY participants had been in the program at the time of our review. All had participated in career information; about half had been in the job evaluation component. Four had received direct placement in permanent employment; nine had terminated negatively; and 82 were still in the program.

Both CETA and community college officials were enthusiastic about the program. "The kids who have been in the program have turned in dynamite evaluations of it," a community college official told us. "We think that they are getting an excellent overall experience. . ."

2. Work Experience -- Ex-Offenders

The Dallas County Juvenile Department has put this program together with the cooperation of three Dallas agencies working with problems of the aging.

When our observers arrived on the scene, the program had ten 15-18 year-old ex-offenders working on the homes of individuals who were too old or feeble to handle upkeep of their property. We were impressed with the skill and enthusiasm with which these youths had attacked problems of yard maintenance, home repair, painting, and the like. Wrote our observer on the scene: "Some of the homeowners were handicapped, lived alone, and were in their eighties; to them, the project and the young men were heaven sent."

Perhaps the most impressive feature of the program, however, was the supervision. It was handled by the probation officers who ordinarily had charge of the youthful ex-offenders. These individuals had a hand in organizing the program and put in up to 30 extra hours a week voluntarily without pay to help make it succeed.

One of the ex-offenders was asked how he felt about working on the homes of elderly people. "It's good," he responded. "Heck, I got me a grandmother and I'd want somebody to do this for her."

3. Work Experience -- Program Development

This is another Dallas program, which has a twist to it that we liked. Ten young men and women are involved in a program some of them suggested to Office of Human Services Director Levi Davis. Our team found them working as interns to the mayor and other city department heads.

Suspecting that the program might look better on paper than in actuality, our team paid an unannounced visit and found these high school juniors at work learning how city government functions. One of them -- a 17-year-old -- had been assigned to help monitor SPEDY worksites for the prime sponsor.

Our observer suggested in her interview with these youths that they might try to give the city something back in return for the opportunity that had been given to them. They agreed and before the interview ended had pledged to write up new proposals and program suggestions for next year's SPEDY.

This particular program may or may not pay off in dividends for SPEDY, but we are convinced that nothing but good can come of efforts to involve youths in the development of the programs intended to serve them.

4. Labor Market Orientation -- Savannah State College

This program conducted by a predominantly black college provides guidance sessions running four hours daily for ten weeks. Each SPEDY participant is involved in one four-hour session.

The sessions are designed to teach youths how to make application for a social security card, how to complete an employment application, how to look for a job, how to interview for a job, how to complete a G-4 withholding form, and how to handle the first week on the job. The importance of good grooming and why people lose jobs are discussed. Finally, each youth is involved in a discussion of job opportunities in Savannah and nationally.

Youths interviewed after going through these sessions were unanimous in their praise for the program. They felt that they had learned something valuable in short order and were grateful.

The college uses five staff persons to operate the program, three of them PSE Title VI participants. Total costs to the prime sponsor: $3,000.

Our observer commented on aspects of the program that might make a "model" of it: "Historically," he wrote, "predominantly black institutions have not become involved in community services . . . DOL wants the institutional leadership to be aware and capitalize on some of the opportunities which CETA offers. I was impressed that Savannah State College on its own initiative, had made a commitment to provide assistance to help develop the youthful human resources in its community through an agreement with the prime sponsor. More importantly, the project exposes many of the young people to a college-related program for the first time. As a result, some have developed an interest in post-secondary training."

5. Charlotte -- Trimline (OJT)

The words "cut and sew" may raise blood pressure in many areas where social programs are spawned, but this OJT program in Charlotte has some lessons to teach. And it has the "bottom line" that so many other programs do not have -- it has unsubsidized jobs.

Trimline manufactures bras and girdles in a converted mill, a sprawling, 100,000 square foot building in a modest business section of the North Carolina city. Joe Farrell, the president, had in his employ at the time of our visit, four SPEDY participants, young women whose salaries were being paid in part by the program and in part by the company. "If they want a permanent job at the end of the program, they've got it," Farrell said. "They're all good workers."

This is not idle talk. Farrell has employed a dozen former CETA participants in the past. Most are still with him. He starts them at the minimum wage but offers a bonus system which gets wages up to $2.90 an hour after six weeks for punctuality and up to $3.75 an hour later on for good production. The production "teams" in his shop are all run by workers on the line. "They have the right to figure out the best way to get the work done. That's their job," he says.

He is more than satisfied with the training program. "If the government would tax me at 25 percent instead of 50 percent and let me use the extra money to hire more unemployed women, we'd both come out ahead," he says, "and so would the taxpayers."

We talked with three of the women employed currently at Trimline. All said they were treated well. None seemed interested in making a career out of cutting, sewing, and boxing women's undergarments. One planned a secretarial career. All said they were using the money to help out at home.

Many of Trimline's CETA employees have been single parent women, whose earnings are crucial. Whatever one thinks of the future of cut-and-sew, the need for work here is real, the jobs are real, and the exposure to the world of work is real.

REPORT ON THE SUMMER PROGRAM FOR ECONOMICALLY DISADVANTAGED YOUTH

FEBRUARY 1979

OFFICE OF YOUTH PROGRAMS REPORT NUMBER 24

OVERVIEW

This analysis of the planning and operations of the SPEDY program in eleven prime sponsor areas is based on structured site visits by the staff of the Office of Community Youth Employment Programs. The information supplements the findings of "A Report on Worksite and Other Activities Under the Summer Program for Economically Disadvantaged Youth" based on site visits to a different set of prime sponsors by staff of MDC, Inc.

The same picture emerges overall of a reasonably managed, traditional summer work program, with limited innovations and enrichments and significant variability between and within prime sponsors. The planning process is carefully assessed. After years of continuing operations, and earlier announcements of summer funding levels, certain aspects of planning have become routinized. Worksite selection, intake and assessment procedures and the like were planned without great difficulty. However, significant changes were made in the 1978 summer regulations and grant packages in the areas of enrichment and monitoring of worksites and program integration. This assessment suggests,because of the late publication date of the altered regulations and distribution of the grant package,prime sponsors did not have time to alter traditional approaches significantly. Major changes in the desired directions usually occurred where they coincided with trends over the past several years or where YEDPA program changes had a spillover input.

Enrichment and program integration are extremely limited. The sampled prime sponsors allocated only six percent of funds to components other than work experience. While most offered orientation, assessment, and limited doses of labor market information, few prime sponsors were involved in vocational exploration, institutional training or remedial education, and the percentage of participants involved was small. There appears to be some carryover impact of YEDPA on arrangements for academic credit; a significant proportion of sampled prime sponsors tried to make such arrangements although only a minute proportion of all enrollees will actually receive academic credit. There are few attempts to link SPEDY with Title I (soon to be Title II) CETA activities, and modest linkages with YCCIP and YETP. Most prime sponsors favored such linkages, but the workload of the new programs was not conducive to integration in the summer of 1978.

Supervision is considered the key in all evaluations of work experience programs. A minority of prime sponsors are taking any active steps to improve supervision. Few supervisors have actually seen the job descriptions which were required for each position.

The assessment found more indication of monitoring and evaluation than suggested by the MDC, Inc. report. The reason for the differences may be the focus on work-site activity in the MDC case vs. a focus on prime sponsor design and management in the present report. Perhaps more critically, prime sponsors tend to utilize "housekeeping" visits to collect timecards and the like to also do informal monitoring. Only a minority rely on formal review procedures. Whether frequent informal site visits supply necessary information remains to be seen. However, most prime sponsors have implemented some form of evaluation activity which it is claimed will be used in the choice of prime sponsors in the coming summer. This, too, remains to be seen, although the message has apparently penetrated that improvements must be made.

If the changes outlined in the 1978 SPEDY regulations and grant package are to be achieved, there will have to be a consistency of direction, increased technical assistance, greater oversight and improvements in the timeliness and specificity of national office directions.

ROBERT TAGGART
Administrator
Office of Youth Programs

SPEDY 1978: SUMMARY

Changes were made this past year in the regulations and grant package instructions in an effort to improve the quality of the Summer Program for Economically Disadvantaged Youth (SPEDY). The principal intent was to foster qualitative improvement in the work experience and training activities in which youth would be engaged in order to develop their skill levels and enhance their future employability. Major emphasis was to be placed on three areas: (1) early planning and integration of the summer program and the overall youth employability development strategy of the prime sponsor; (2) monitoring and assessment to learn more about the program and to improve performance; and (3) expanding vocational exploration programs and improving the relationship between education and work through the award of academic credit for competencies gained on the job.

In order to develop a body of knowledge covering SPEDY planning and implementation, the Office of Community Youth Employment Programs (OCYEP) conducted a 2-stage review of 11 prime sponsors. The first stage occurred in May and focused on planning and preparation for implementation. Return visits were made to 10 sites in late July and early August to observe the programs in action and compare what was happening to what had been planned. With the exception of one prime sponsor that encountered serious administrative and operational problems, all the others implemented substantially what they had planned.

The purpose of the review was not to evaluate individual prime sponsor's performance or to determine compliance with program regulations, but to gain some insights into SPEDY to assist OCYEP to make appropriate and effective policy and programmatic changes. A major focus of the review process was to attempt to elicit from those interviewed specific recommendations for program improvement.

Constraints and Concerns in Planning

- Most prime sponsors began their planning process earlier than last year. However, there was still general consensus that they had insufficient lead time to plan adequately because of the late publication of regulations and grant application instructions.
- In a number of primes, additional planning staff had been hired to handle other youth program planning. As a result, more staff time and attention were given to SPEDY.
- 1978 SPEDY plans do not reflect major changes in terms of planned program activities. SPEDY was still envisioned basically as a work experience

program. Less than 6 percent of SPEDY resources were used for services and activities other than work experience and only 6 percent of the participants on an average were in those components.

.Prime sponsors did not use the full resources for administration. Only slightly more than half of the 20 percent allowed for overhead and management was used.

The most commonly expressed theme by the planners and program administrators was the desire to bring about qualitative improvement in SPEDY work experience. This was to be accomplished through a variety of means, including:

- tightening up work site agreements to try to assure that the work experience itself was productive and satisfying;
- providing better orientation to work site supervisors;
- lowering the supervisor/enrollee ratio;
- coupling work experience with other activities such as career counseling, labor market orientation, and in a few cases, with classroom training;
- putting greater emphasis on monitoring and evaluation;
- lowering the counselor/enrollee or monitor/worksite ratio.

Youth Council Involvement

A great deal of confusion exists about the roles and responsibilities of the youth council. Actual youth participation was, at best, a token representation of one or two youth in all but one case. The degree of involvement of the youth council ranged from being non-existent on the one hand, to a very deep and active involvement in the development, and evaluation of the program on the other. The perceptions of council members interviewed on what constitutes appropriate involvement were quite diverse. Some desired a policy role; others did not. In two locations, the final selection of all worksites required the approval of both the youth council and the full planning council.

The effectiveness of the groups varied considerably from site to site. One Duluth council member, however, provided a good formula for success:

- a receptive prime sponsor staff and chief elected official;
- an experienced, committed, and knowledgeable council;
- real tasks, such as program evaluation.

Grant Application and Regulations

The question of "why the national office is so slow" was raised again and again. Prime sponsor staff people just don't understand why they can't have more realistic time frames for formulating, developing, writing and submitting their plans, instead of having to function in an artificial state of frenzy created by unreasonably late regulations and planning documents and arbitrarily short due dates.

The grant application package, regulations and dollar availability notification all arrived so late that prime sponsor staffs only had short time frames in which to plan SPEDY 1978. Continuously encountered, and animatedly expressed, were the feelings that the application package was too extensive, repetitive and detailed. It was felt that the summer regulations were not available in final form early enough and were too late in reaching the field to give the prime sponsors sufficient lead time for operational planning. The regulations were "too narrow" concerning eligibility criteria, cost categories, and the spending of manpower services money before the end of the school year. Many of the primes voiced the opinion that there were "too many" sets of guidelines and economic requirements, and there was general concurrence that the eligibility criteria were "inconsistent." The income criteria, specifically, were considered to be too restrictive and inconsistent with other CETA programs. The segregated planning process for YETP, YCCIP and SPEDY was generally seen as negatively affecting the summer programs' impact and effectiveness.

The principal suggestions for improvement of the grant application and regulations made by the prime sponsors were the following:

There should be standardized definitions, guidelines and reporting requirements for all youth programs. There should be one overall program, and not separate programs with separate grants and separate budgets. There should be universal eligibility criteria and uniform program rules and regulations. Pursuant to this, integration of programs "should be mandated," leaving it up to local choice how activities, services and components would be mixed. A comprehensive program with one funding source which included YETP, YCCIP and SPEDY was felt to be needed so that prime sponsors could make local decisions on year-round service to youth on a fully integrated basis. Whether the recommendations considered SPEDY in tandem with other youth programs, or as a separate identity, all respondents agreed that the regulations needed to be easier to understand and needed to be available earlier in final form to provide more lead time and to facilitate better planning.

Worksite Development and Selection

Prime sponsors tended to rely on worksites developed in previous years. However, with the introduction of the new youth programs, more primes are beginning to make worksite development a year-round process. The basis for selection ranged from simple requests for enrollees without even requiring that the site be visited, to fairly rigorous screening of the site's capability to provide realistic, well supervised work experience. Almost everyone agreed that good supervision was the most important factor in making SPEDY work experience worthwhile. Yet, very few places concentrated on worksite supervision in any intensive way. Worksite agreements were routinely required but tended to concentrate more on the rules and regulations rather than on the nature of the work and the quality of the supervision.

Program Integration

Benefits can be realized for some participants if SPEDY is linked to other CETA and youth program activities. This was encouraged in the regulations. Overall, however, the efforts to establish linkages were modest and apparently did not represent much change over last year's program. The major linkages were with the Employment Service principally for recruitment, intake and eligibility determination.

There was very little use of the ES for post-program placement services or for labor market orientation.

Three of the primes visited subcontracted the total SPEDY operation to the school systems. The rest used the schools in a variety of ways for recruitment, intake and classroom training. Four of the eleven primes had been successful in negotiating agreements for the award of academic credit and two for elective credit. The principal reasons cited by those who had tried unsuccessfully to develop such arrangements were local curriculum and accreditation requirements. For example, in one location, the school system would not recognize the experience and qualifications of work-site supervisors to be sufficiently comparable to teachers.

There was very little planned coordination with Title I. Interprogram transfers or concurrent enrollments were very limited. Most primes continued to view SPEDY as a short-term, work experience program principally for in-school youth and unrelated to other program activities.

There was somewhat more coordination planned with the other youth programs. In one site, in fact, the fundamental design and structure of the SPEDY program was substantially altered because of YETP and YCCIP.

The general sentiment across primes was that integration is a desirable objective but that the separateness of the programs militates against it. The most frequently voiced recommendation, accordingly, was to have a common set of guidelines, definitions, income requirements, and allowable activities for all youth programs.

Employability Development

Only two prime sponsors developed employability plans for enrollees: Mercer County selectively for high school graduates and dropouts, and Oakland County for all youth. The latter came the closest of any of the primes visited to having a comprehensive, overall employability development strategy. The principal prerequisite for such an approach is a program philosophy that views SPEDY as more than a low skill/no skill work-experience program to provide summer income for young people. The more developmentally oriented, the more likely the movement toward a comprehensive and strategic approach.

The review covered all the various processes inherent in employability development from assessment to the actual activities in which young people were to be engaged.

Assessment and Assignment

The overall state-of-the-art of assessment is not particularly sophisticated, but efforts are widespread. Only one prime sponsor visited had no structured assessment process planned. In most sites some attempt was made to determine the most appropriate place for each participant by eliciting individual interests, personal interviews and even a relatively widespread use of testing. Quite often, however, it was clear that availability of worksites at the time of assignment and physical proximity to the participant's residence would be principal determinants in the assignment process.

Perhaps the most complete assignment process encountered was in Oakland County, Michigan. There, with information gathered through the application process, enrollee interviews and assessment procedures, and the formulation of an employability development plan, participants were matched to worksites appropriate to their individual vocational interests and skill levels. Referrals were made to classroom training activities where the need was shown. The worksite assignment process in Oakland County was facilitated by the utilization of a "Summer Youth Employment Contract" which spelled out the enrollee's responsibilities clearly and precisely, and was signed by the youth, his/her counselor, and the worksite supervisor.

Program Orientation

Program orientation generally was not structured to be innovative, but was usually adequate. Most orientations tended to be heavy on rules and regulations, rights and responsibilities and wages, hours and payroll processes. Less attention was paid to program purposes and objectives and what participants might realistically hope to gain from the program. Many primes said they would welcome suggested models for orientation.

Labor Market Orientation (LMO)

New to SPEDY this year was the requirement that all prime sponsors "provide labor market orientation to all participants" using "cooperative relationships with other community resources to defray costs as much as possible." LMO was perhaps the most varied activity of all. The only common thread running through the sites was the label itself. The efforts ranged from mere lip-service and perfunctory, pro forma activity to concentrated and serious attempts to effect positive results for SPEDY participants. Little success was realized in getting community assistance for or involvement in the activity, however. The programs reviewed ranged from the commendable to the less than worthwhile.

Situated toward the more positive end of the sample range of labor market orientation programs were those prime sponsors who recognized the importance of tailoring an intervention strategy to meet individual needs, at least to some degree. Included in this cluster were those sponsors who realized that all labor market orientation elements were not appropriate for every enrollee; these primes did not offer the same type of labor market activities to all of their participants but rather tried to target their efforts for the groups whom they felt would benefit most.

Most of the specific LMO sessions observed received favorable comments by the reviewers. Enrollees generally seemed interested and even at times enthusiastic. In a few instances, however, when the instructors were not well prepared and there was no interaction, enrollees were bored and saw little value to the sessions other than breaking up the monotony of the work week.

Program Organization and Design

There were many programmatic and operational changes from SPEDY 1977 among those prime sponsors visited. The major changes observed in one or another location were:

- allowing enrollees to be in both classroom training and work experience at the same time.
- limiting the number of youth on a worksite to improve supervision,
- developing worksite agreements with job descriptions,
- having experienced counselors,
- expanding and improving labor market orientation,
- adding a counseling component and doubling the number of counselors,
- having the prime sponsor take over actual program operation,
- eliminating "junior " (assistant) counselors,

- expanding VEP activities
- reducing the number of work experience slots,
- using the American College Testing Program's Career Planning Program test for the first time.

Although the regulations permitted a wide range of activities to be offered under the aegis of the summer program, SPEDY continues to be planned and operated largely as a work experience program. Four of the ten prime sponsors in the review sample operated programs that were 100 percent work experience, while five of the others had work experience participation that ranged from 91.5 percent to 98 percent of their total enrollment. Only Mercer County broke the pattern by having a work experience enrollment of 60 percent and a classroom training component that comprised 40 percent of the program's cumulative participation. Those sponsors that ran completely work experience efforts indicated, among other things, that "classroom training and OJT are more long range, and therefore not applicable to SPEDY," and that their emphasis was "on giving as many economically disadvantaged kids as possible an opportunity to work during the summer." One of these primes added that no supportive services were provided during the summer program because these could be provided through other agencies, and the money "is better used for wages." The City of Duluth, which ran a total work experience SPEDY, was distinguished in how it planned, administered, and operated its program as compared to others reviewed. Their rationale was to "focus on something basic and make it work, then improve it." They felt it is much better to stay simple and basic and do a good job than to try to get fancy and flounder.

Worksites

Despite the fact that all agreed that worksite supervisors play the major role in introducing enrollees to the realities of the work world and in fostering appropriate work habits, attitudes and behavior, only four primes trained and orientated worksite supervisors. Not suprisingly in the remaining primes,a poor understanding and knowledge of SPEDY prevailed among worksite supervisors. In only two primes did the supervisors even see the job descriptions of the enrollees.

The sample covered the spectrum from intensive, close, well supervised work experience where youth gained exposure to the responsibilities and expectations of a full-time job to very poorly supervised activity, unrelated to official job descriptions. In most of the sites, supervisors were involved in evaluation of the enrollees' performance and progress. The supervisor enrollee ratio ranged from 1:1 to 1:35.

For the work experience enrollees across the sites visited, the hours worked ranged from 20-40 per week. There was no evidence of job restructuring, little or no job development, and minimal use of supportive services. The counselor/enrollee ratio ranged from 1:30 to 1:90.

Training

Six of the sponsors offered some classroom training, but in only two instances did the level of enrollment in this activity excee 10 percent of the program total. In fact, 4 of these programs h classroom training participation that ranged from 1.5% to 7%. One of these four primes explained that SPEDY isn't the only avenue for youth, who could use other YEDPA programs for training. It was felt that the summer program should be mostly "short-term work experience", with the major objective of "providing money and developing good work habits."

Academic Credit

There were several instances among the prime sponsors where school credit was being obtained for competencies gained through participation in the summer program.

In Mercer County, academic credit was awarded to 14-15 year old enrollees who successfully completed a work study program. The academic credit was based on the worksite supervisor's evaluation, and could be substituted for required credit. Enrollees were selected for the program by their school counselors. Also, the local community college offered academic credit to any enrollee who later attended college there.

In Oakland County, academic credit was awarded to those enrollees who successfully completed the Southfield subcontractor's Conservation Work Study Program. The twenty enrollees were selected by their school counselors through an intensive selection process. Award of credit depended upon the program coordinator's evaluation of the enrollee's performance.

Three BOS-Massachusetts subgrantees arranged for academic credit---Chelsea, Salem and Quincy. There was also the possibility of community college credit for older youth.

Duluth arranged for elective credit for 65 of its enrollees who volunteered to take part in a work experience seminar series funded through the local school board and the State Department of Education.

Extra curricular, elective or cooperative credit,was possible for summer program enrollees of the Jackson/Josephine Job Council as well as for more than 1,000 youth in Denver, Colorado

The major problems indicated in developing agreements to award academic credit were: making fairly complicated and extensive arrangements in a short time; meeting curriculum requirements; and,dealing with inflexible school systems.

The strengths were obviously the good working relationships and linkages eventually established with the school systems, and the great benefit to the enrollees.

The young people receiving academic credit through SPEDY were generally quite satisfied and pleased.

The major recommendation was that for arrangements to be made under SPEDY of the award of academic credit for competencies gained by participation in employment and training programs, further coordination was needed in year round programs including CETA-LEA Agreements and better coordination and interaction between HEW and Labor from the top down.

Vocational Exploration Program

VEP was not one of the summer program's big activity areas. In fact, no prime sponsor in the review sample had any relationship with a NAB/HRDI VEP III effort. Only one prime sponsor had its own VEP; this was BOS-Massachusetts, which this summer attempted to expand and improve its SPEDY 1977 VEP component.

Fourteen of BOS-Massachusetts' seventeen subgrantees operated VEP's and served a total of 1,400 enrollees. The program elements included tours of local industries, seminars, lectures by businessmen, workshops, employability skills, job shadowing and rotation and orientation to the world of work. Also, job exposure in occupational clusters was provided through regional vocational education schools.

BOS-Massachusetts had problems making distinctions between "hands on" VEP experience and between profit and non-producing activities. To avoid confusion about productive and nonproductive work, the program operators chose activities which didn't require a direct relationship with employers. A couple of the other sponsors had planned small VEP components. Both fell through, however, one because of overall programmatic operational difficulties, and the other because the local vocational education schools were reluctant "to get mixed up with federal money."

Other major emphasis areas in this year's program were monitoring and assessment to learn more about the program and how to improve it.

Monitoring

Generally, monitoring was done in an informal manner. A couple of sponsors did have monitoring tools and required written reports, but most simply looked at worksites for general contract compliance, proper supervision and workload of youth. If problems were found, monitors tried to work them out informally and tell the SPEDY director what was going on.

Most programs use the same staff people for counseling, monitoring, timecard collection and paycheck distribution.

This is a major reason the monitoring is not highly structured or formal. A staff person is doing many things when he/she goes to the worksite, rather than focusing on monitoring. Visits to the sites by counselor/monitors were fairly frequent.

In sponsors where the monitors are prime sponsor staff assigned only to monitoring, usually in Consortium and Balance of State programs with many subgrantees, the monitoring is more structured. However, it also tended to be not very frequent for any one worksite (approximately once or twice during the summer.) In these sponsors, furthermore, it appears that the staff hired for monitoring are fairly inexperienced, do not received much training or orientation, and are hired only for the summer. One wonders how much they would learn in a visit, even with a structured monitoring tool.

The kinds of problems typically dealt with by the SPEDY monitors were: supervisors not giving youth enough attention; youth discipline problems; kids not having enough work; and lax orientation of supervisors. These problems were generally handled informally on the spot.

Assessment

Most of the sponsors had the same plans for assessment. They were to give evaluation forms at the end of the program to counselors, worksite supervisors and youth to rate the program's success. These forms would be used in planning for next year (e.g., worksites with bad evaluations wouldn't be selected next year).

Monitoring reports, for the few sponsors that have written ones, would also be used.

There were some exceptions to this basic approach to assessment. One program had hired a contractor to administer pre-program and post-program questionnaires to youth to determine attitudinal changes relating to employment and the world of work. Another was to do a more formal assessment on a small scale. They would focus on enrollment, target group participation, program mix and placement, as well as on feedback from monitors, supervisors, youth, MIS and fiscal reports. Generally, assessment across the sites visited did not appear to be very sophisticated.

Based upon these findings the following actions need to be given serious consideration:

1. The Department of Labor should develop a much clearer statement of the purpose and objectives of SPEDY and of its relationship with other year round programs.

2. The Grant Application Package and regulations should be disseminated as early as possible to facilitate earlier planning.

3. The Grant Application should be substantially revised.

4. A series of suggested models, recommended approaches, and technical assistance guides should be developed and disseminated on several functional and programmatic aspects of SPEDY.

5. The role, responsibilities, and composition of the Youth Councils should be clarified.

6. Steps should be taken to facilitate year round planning for SPEDY and, ideally, integration into a single year round youth program.

7. Steps should be taken to develop greater private sector participation in SPEDY.

8. Special emphasis should be placed on the importance of recruiting dropouts and steps taken to facilitate that process.

9. Minimum standards and/or more specific guidance should be provided on several aspects of SPEDY, such as orientation, assessment, worksite monitoring, labor market orientation, and VEP.

PRIME SPONSORS VISITED

Kansas City, Missouri

Balance of State, Massachusetts

Jackson/Josephine Consortium, Oregon

Inland Manpower Association, California

Baton Rouge, Louisiana

Durham/Orange Consortium, North Carolina

Mercer County, New Jersey

Washington County, Pennsylvania

Oakland County, Michigan

Duluth, Minnesota

Denver, Colorado

REPORT BY THE

Comptroller General

OF THE UNITED STATES

More Effective Management Is Needed To Improve The Quality Of The Summer Youth Employment Program

This report to the Senate Committee on the Budget acknowledges that the Department of Labor's Summer Program for Economically Disadvantaged Youth has an admirable objective to provide youths meaningful work tasks and training to develop their skills and enhance their future employability.

However, the Department's efforts to assure that State and local governments were operating quality programs were not very successful at the sites GAO visited. As a result the future employability of many of the most needy youths was not improved. Poor administration by the Department and by local program operators prevented many youths, mostly at urban locations, from being exposed to the real world of work.

Allocations of funds were based on the desire to maintain prior year enrollment levels rather than on the eligible populations' economic needs and the quality of past programs. Also, local operators often failed to target recruiting efforts to youths most in need.

GAO recommends that the Congress, before considering any expansion of the program, assure itself that the Department of Labor has taken corrective actions.

HRD-79-45
FEBRUARY 20 1979

COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-163922

To the Chairman and
Ranking Minority Member
Committee on the Budget
United States Senate

Pursuant to your December 22, 1977, request and later meetings with your office, we are reporting on the Department of Labor's Summer Program for Economically Disadvantaged Youth. This report discusses targeting to disadvantaged areas and groups and the relationship of the summer youth employment activities to real work.

To meet the reporting deadline established by your office, we requested that Department of Labor officials meet with us to discuss a draft of this report. The Department's view was that a position regarding the report could not be developed in the very short time frame allowed. As a result, formal Labor Department comments were not considered in the preparation of this report. At the conclusion of our fieldwork, however, we did meet with officials of the Labor regional offices and prime sponsors involved; their views were considered in the preparation of the report.

As arranged with your office, we are sending copies of this report to the Director, Office of Management and Budget; the Secretary of Labor; and other interested parties. Copies will also be available to others on request.

Elmer B. Staats
Comptroller General
of the United States

COMPTROLLER GENERAL'S
REPORT TO THE SENATE
COMMITTEE ON THE BUDGET

MORE EFFECTIVE MANAGEMENT IS NEEDED TO IMPROVE THE QUALITY OF THE SUMMER YOUTH EMPLOYMENT PROGRAM

DIGEST

The Department of Labor's Summer Program for Economically Disadvantaged Youth has an admirable objective to provide youths meaningful work tasks and training to develop their skills and enhance their future employability. But, to be an effective tool to combat the high unemployment rate among disadvantaged youths, particularly inner-city minorities, the program must maintain congressional and public confidence that it is being carried out effectively and as economically as possible.

Unfortunately, the Department of Labor's efforts to assure that State and local governments were operating quality programs were not very successful at the sites GAO visited. As a result, the future employability of many of the most needy youths was not improved. Poor administration by the Department and by local program operators prevented many youths, mostly at urban locations, from being exposed to environments that resembled the real world of work, where there is enough useful work to be done and good work habits are fostered. The program's purpose is defeated when youths are paid for little or no work or for playing games or when they are paid even though they were late or absent. Poor work habits that are learned or reinforced will offset any benefits received.

There were also problems in targeting program funds to areas and groups. Allocations were based on the desire to maintain prior year enrollment levels rather than on the eligible populations' needs and the quality of past programs.

GAO has previously reported on problems in the summer youth program and its predecessor, the Neighborhood Youth Corps.

Tear Sheet. Upon removal, the report cover date should be noted hereon.

The Comprehensive Employment and Training Act and implementing Federal regulations authorize Labor to make grants to prime sponsors--generally State and local governments--to provide economically disadvantaged 14- to 21-years-olds with meaningful work and training to develop their skills and enhance their future employability. Labor provides technical assistance, approves the sponsors' plans, and monitors their compliance with legal and regulatory requirements.

The summer youth program is the largest of several youth employment and training programs. About $755 million was obligated to enroll approximately 1 million youths in the 1978 program. The program has grown substantially since 1975, when about $391 million was obligated to serve 716,200 enrollees.

GAO's evaluation included fieldwork at seven sponsor locations (four urban, three rural), where in 1978 about $48 million was available to serve more than 76,000 youths. At these locations, GAO visited 230 worksites, to which 6,257 enrollees were assigned. These included 173 urban sites with 5,898 enrollees and 57 rural sites with 359 enrollees.

ENROLLEES OBTAIN LITTLE MEANINGFUL WORK EXPERIENCE

Labor has provided criteria as to what constitutes "meaningful work experience." However, GAO could not find sufficient detailed guidance to implement the criteria and, therefore, found it necessary to spell out sufficiently detailed guidance to make it possible to evaluate the effectiveness of the program and to determine whether Labor's criteria had been met.

In assessing the quality of worksite experiences designed to introduce enrollees to the world of work, GAO considered the usefulness of the work, the amount of work, and the quality of supervision, which included keeping enrollees busy and fostering good work habits. (See pp. 6 to 10.)

Half of the worksites visited (115 of 230) met GAO's minimum standards for providing a meaningful work experience. This, in GAO's view, clearly establishes the ability to achieve, and the reasonableness of, these standards. Unfortunately, only 30 percent of the enrollees were assigned to these sites. The problem was more pronounced at urban sites where GAO observed--at the time of its onsite visits--that almost three of every four enrollees were exposed to a worksite where good work habits were not learned or reinforced, or realistic ideas on expectations in the real world of work were not fostered. In contrast, about four out of every five enrollees at rural sites were exposed to conditions which provided a meaningful work experience. (See pp. 11 to 20.)

GAO believes there were two key reasons why the rural sites provided better work experience than the urban sites. Rural sites were smaller and, thus, more manageable than the urban sites. Also, from GAO's discussions with supervisors, it appeared that rural supervisors had better experiences, general understandings of the program's objectives, and awareness of their responsibilities than the urban supervisors.

Most urban enrollees were at sites where there was little meaningful work experience because enrollees were not provided enough useful work or not given supervision that fostered good work habits. Both conditions were present at some sites. These factors were considered separately in identifying minimally acceptable sites. (See pp. 11 and 12.)

GAO believes that useful work should provide visible, continued, improved, or new services or goods benefiting the community or employer. Training activities should be useful in enhancing enrollees' future employability. In addition, enrollees should be occupied for most of the scheduled workday. These conditions are necessary to present a realistic impression of the world of work, where employers expect a day's work for a day's pay. (See pp. 7 to 10.)

On the days of GAO's visits, only 43 percent of the enrollees were assigned at sites that provided enough useful work. Rural sites usually kept enrollees busy during working hours. Enrollees at urban sites, however, were observed on those days to be frequently idle or participating in recreational activities. (See pp. 12 to 17.)

In evaluating whether enrollees were being given the opportunity to develop good work habits, GAO considered (1) whether working hours were enforced (and procedures were used to prevent payment for absences), (2) enrollees' behavior was controlled, and (3) whether supervisors, through action or discussion, impressed upon enrollees the need for good work habits, including proper attitude, behavior, appearance, and motivation. (See p. 10.)

GAO's review showed, at the four urban sponsors visited, that enrollees assigned at sites where the opportunity to form good work habits was being provided ranged from 22 percent in Newark to 66 percent in Los Angeles. Rural sites visited had a much higher range (from 65 to 92 percent) satisfying this standard. Problems at the urban sites most frequently related to poor supervision or too many enrollees being assigned for the work at hand. (See pp. 17 to 20.)

These problems resulted basically from weak management by Labor and the sponsors in assuring that worksites provided meaningful work.

Although Labor, in the summer program regulations, stressed improved program quality, especially in how sponsors selected and monitored worksites so that meaningful work is provided, its efforts to assure that sponsors fulfilled the regulatory intent were limited and ineffective. (See p. 20.)

Some sponsors' selection of subgrantees had shortcomings that hampered the development of good worksites. In addition, most sponsors' monitoring practices did not assure that worksites were providing meaningful work experience. Some sponsors did not monitor all worksites; some practices did not emphasize the quality of the work experience; and some problems, when identified, were not corrected. (See pp. 21 to 25.)

FUNDING TO SPONSORS IS NOT CLOSELY LINKED TO NEED AND MAY AFFECT PROGRAM QUALITY

The manner in which Labor allocated program funds to sponsors did not directly relate to the eligible populations' needs or consider sponsors' past performance in meeting program goals. (See p. 26.)

In the absence of a legislatively mandated method, Labor regulations established a two-step funding process for the summer youth program. In the first step, an amount is computed using a formula that considers indicators of economic need. If the formula computation does not allocate enough funds for a sponsor to provide the same number of jobs as in the prior year's program, a second step is used, in which the allocation is increased to an amount necessary to sustain the prior year's enrollment level. Under this method, some sponsors received more funds than they would have gotten under the allocation formula, while many sponsors received less. This funding procedure generally favored urban sponsors. (See pp. 26 to 30.)

The funding methodology, in basically the same form, is now incorporated in legislation as a result of the Congress including the identical funding procedures of the administration's bill in the Comprehensive Employment and Training Act Amendments of 1978. Thus, remedying inequities in the funding process will require legislative action. (See p. 28.)

The method of allocating summer youth program funds is similar to that used in comprehensive employment and training services programs, with one notable exception. The funding procedures for the latter program permit reducing allocations by as much as 10 percent from the prior year's level based on a decline in relative need. (See p. 29.)

Labor's allocation of a relatively greater share of funds to urban areas may have affected program quality in those areas. The sites visited at two urban sponsors, which were funded at levels substantially higher than the amount the formula would have allocated, provided a lower percentage of enrollees with a meaningful work experience than did most of the other sponsors. (See pp. 30 and 31.)

THE PROGRAM MAY NOT BE SERVING THOSE MOST IN NEED

Although regulations require sponsors to serve economically disadvantaged youths most in need of program services, sponsors' efforts to identify and recruit such youths were limited. (See ch. 4.)

At the locations visited, variations existed in target groups or significant segments to be served identified in the sponsors' plans to receive services. These segments were generally identified on the basis of the prior year's program experience rather than on particular employment problems or services needed.

Most of the sponsors' recruiting efforts were directed at the general student population, although regulations required outreach emphasis on school dropouts, those not likely to return to school without program assistance, and students facing significant employment barriers.

Virtually all the participants served by the seven sponsors were students. Participation in the program by nonstudents, especially dropouts, was limited. Representation by dropouts in the urban programs was less than 4 percent, generally lower than the representation of dropouts in the rural programs.

In addition, from about 50 to 70 percent of the enrollees at three sponsors (including two urban sponsors) were under 16 years old and seemingly less in need of employment services than older youths. (See pp. 34 to 36.)

Sponsors' efforts to assure that only eligible youths participated varied and in some instances were limited. (See pp. 39 to 42.)

RECOMMENDATIONS TO THE CONGRESS

There are inevitable problems associated with effective administration of a program that has grown as rapidly as the summer youth program. Consequently, GAO recommends that the Congress, before considering any expansion of the program, assure itself that the Department of Labor has taken effective corrective actions to improve the quality of the program.

GAO recognizes that inflation and minimum wage rates increase program costs over time. However, based on the observations of GAO's current study, the program as presently operated is generally not giving many youths the type of work experience they need to increase their future employability. This is especially true in urban areas. GAO believes the fiscal year 1978 funding levels are more than sufficient to continue program operations until Labor (1) provides specific guidance to sponsors on how to assess the quality of worksite experience, (2) establishes an effective means of determining whether sponsors are providing meaningful work to enrollees and meeting other program requirements, and (3) develops and proposes to the Congress funding procedures that more adequately consider the needs of the eligible youths and allocate funds to sponsors based on demonstrated success in providing meaningful work.

In the interim, the Congress should consider amending the Comprehensive Employment and Training Act provision for allocating summer youth funds to provide funding procedures similar to those in the act for comprehensive employment and training services programs. The latter funding procedures provide for gradually adjusting annual allocations to bring them closer to formula amounts. (See pp. 45 and 46.)

RECOMMENDATIONS TO THE SECRETARY OF LABOR

GAO recommends that the Secretary of Labor

--provide sponsors with specific guidance on how to assess the quality of worksite experiences, including developing models of work settings that provide the opportunity to develop good work habits and identifying and prohibiting activities that bear no relationship to real work;

--take effective action (1) to improve Labor regional office monitoring of the program to assure that sponsors develop and operate programs that provide meaningful work and (2) to withhold funds from sponsors that have not developed programs meeting requirements;

--develop and propose to the Congress funding procedures that more equitably distribute program funds to the eligible population while considering sponsors' demonstrated success in summer youth programs;

--take effective action to assure that sponsors recruit and increase the participation of out-of-school and other youths most in need of program employment and training services; and

--require sponsors to obtain from applicants adequate evidence of eligibility and to verify eligibility. (See pp. 46 and 47.)

AGENCY COMMENTS

Because of the need for early issuance of this report, GAO did not obtain or consider Labor Department comments on its findings, conclusions, or recommendations. Upon completing its fieldwork, however, GAO did meet with officials of the Labor regional offices and sponsors involved. Their views were considered in the preparation of this report.

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ABBREVIATIONS

BLS	Bureau of Labor Statistics
CAAG	Central Arizona Association of Governments
CETA	Comprehensive Employment and Training Act of 1973
GAO	General Accounting Office
OMB	Office of Management and Budget
SPEDY	Summer Program For Economically Disadvantaged Youth

CHAPTER 1

INTRODUCTION

In a December 22, 1977, letter, the Chairman and the Ranking Minority Member, Senate Committee on the Budget, asked us to determine whether the Department of Labor's Summer Program for Economically Disadvantaged Youth (SPEDY) is providing useful work to youths. Specifically, we were asked to:

--Address the adequacy of enrollee recruiting and selection procedures, including how well these efforts are targeted to disadvantaged areas and groups, and their relationship to year-round training and employment programs authorized by the Comprehensive Employment and Training Act of 1973, as amended (CETA) (29 U.S.C. 801).

--Determine what the enrollees are doing, in terms of usefulness of the work experience, adequacy of supervision, extent of on-the-job training, and usefulness of the work to employers and communities.

We later agreed with the Chairman's office that our evaluation would include a mixture of urban and rural communities, with fieldwork to be done at two large cities, two-medium size cities, and three rural areas. A nationwide sampling was not considered feasible because of time frame and resource constraints. The scope of our evaluation is detailed in chapter 6.

THE SUMMER YOUTH PROGRAM

Before CETA was enacted in 1973, the summer youth program was operated as one component of the Neighborhood Youth Corps program, authorized by the Economic Opportunity Act of 1964, as amended (42 U.S.C. 2701). At that time the Neighborhood Youth Corps summer program was primarily intended to help high school age low-income youths remain in school by providing them with summer employment. Program responsibility was transferred from the Office of Economic Opportunity to the Department of Labor in 1964.

After CETA was enacted, the name Neighborhood Youth Corps was dropped and the summer youth program became known as SPEDY. Its primary purpose became one of providing work experience to economically disadvantaged youths during the summer to enhance their future employability. These part-time summer jobs, which generally pay the minimum wage, are with schools, hospitals, libraries, community service agencies, and other public and private nonprofit agencies and groups.

The program is directed at economically disadvantaged youths, both in and out of school, between 14 and 21 years of age. It is aimed at all segments of the disadvantaged population, but especially at school dropouts, potential dropouts, and in-school youths likely to encounter employment barriers because of their work attitude, aptitude, and social adjustment.

SPEDY has the largest enrollment of the several youth employment and training programs designed to combat the high unemployment rate among youths. Youths in general have an unemployment rate more than twice that of the general labor force. The minority youth unemployment rate has been running about 40 percent, with the rate for inner-city youths approaching 50 percent. About 1 million youths participated in the 1978 summer youth employment program. The Youth Employment and Demonstration Projects Act of 1977 authorized four other programs which, collectively, served an estimated 390,000 youths in fiscal year 1978.

Labor issues regulations specifically for SPEDY; these we refer to as SPEDY regulations. Labor also issues regulations governing many CETA programs, including SPEDY; we refer to these as CETA regulations.

FUNDING

Labor's Employment and Training Administration makes CETA grants to about 450 prime sponsors--generally State and local governments. Through its 10 regional offices, Labor provides technical assistance, approves plans, and monitors prime sponsors' compliance with CETA provisions.

The program has grown steadily since 1975, the first year of SPEDY operations under CETA. In 1975 about $391 million was obligated in serving 716,200 youths, whereas in 1978 about $755 million was obligated to employ approximately 1 million youths. Urban prime sponsors generally receive a large share of the funds. For example, the 50 largest U.S. cities were members of prime sponsors that received almost 30 percent of SPEDY funds in 1978. Our evaluation included fieldwork at seven sponsor locations, where about $48 million had been available in 1978 to serve more than 76,000 youths.

To obtain funding, a prime sponsor is required by SPEDY regulations to submit an annual plan to Labor for approval. This plan must, among other things, describe procedures to be used to supervise service providers (including criteria for determining that a program has demonstrated effectiveness) and arrangements to ensure that employment and training services will be provided to those who most need them.

PRIOR GAO REPORTS

We have described this program's operational and managerial weaknesses in other reports. In our report to Congresswoman Elizabeth Holtzman, "Poor Administration of the 1977 Summer Program for Economically Disadvantaged Youth in New York City" (HRD-78-123, July 26, 1978), we discussed serious problems in planning, registration of youths, monitoring, coordination, and staffing. Youths were not given enough work and were certified present at jobs when they were absent.

A report to Congressman Fred Richmond, "Payment Problems in the Summer Youth Employment Program in New York City" (HRD-77-18, Feb. 2, 1977), pointed out that some enrollees were not paid at all, were paid incorrectly, or were paid late.

A report to Congressman Parren J. Mitchell, "Information on the Summer Youth Employment Program" (HRD-77-121, June 27, 1977), summarized our reports on this program as far back as its predecessor, the Neighborhood Youth Corps. These reports identified such problems as lack of meaningful work, inadequate monitoring by Labor, enrollees being paid for more time than they actually worked, and lack of a clear definition of the program's purposes and objectives.

LABOR STUDIES OF THE 1978 SPEDY

Because it had little idea of the quality of the program's work experience or its impact on participants, Labor contracted for several studies and conducted in-house studies in addition to its routine monitoring of the 1978 SPEDY. Labor planned to use the information generated in drawing up regulations and guidelines for 1979. In these studies:

--A contractor's staff interviewed about 300 youths at 96 worksites of 9 prime sponsors about their work. Information was sought on hours and wages, supervision, program monitoring, adequacy of planning, and quality of worksites.

--As part of an ongoing effort to develop case studies of youth programs, a contractor analyzed the extent to which SPEDY was integrated with year-round youth programs. This analysis involved a series of case studies on 37 prime sponsors.

--Labor review teams examined SPEDY programs of 11 prime sponsors. The first visits, made in May, concentrated on early planning, integration with other programs, and employability development. The second visits, made later in the summer, focused on operations.

--Labor selected five model prime sponsor SPEDY programs from those recommended by regional offices as exemplary in the summer of 1977. Five prime sponsors documented 1978 activities according to a uniform format. Monographs were collected in a single technical assistance package for distribution to all prime sponsors to aid 1979 planning. The effort also included developing a film of the model sponsors' operations. We were told that 500 copies of this film are being sent out to assist in developing 1979 program operations.

--A contractor studied selected worksites in New York City's 1978 summer program. The study was done to identify the procedures and policies of the New York City program and to recommend actions to improve operations.

--A contractor studied a national sample of 1978 SPEDY grant applications and end-of-summer reports by 51 prime sponsors to determine the frequency of certain practices and program approaches and to review the relationship between prime sponsor plans and requirements of Labor's grant application package.

A Labor official told us that, as of December 31, 1978, all of the fieldwork for the studies was complete. However, reports on the studies were, for the most part, still preliminary. As appropriate, we have included these studies' tentative findings in our report. Those tentatives findings are similar to many of our findings.

CHAPTER 2

MANY YOUTHS ARE NOT BEING PREPARED FOR REAL JOB SITUATIONS

The Department of Labor's Summer Program for Economically Disadvantaged Youth has an admirable objective to provide youths meaningful work tasks and training to develop their skills and enhance their future employability.

However, the Department of Labor's efforts to assure that State and local governments were operating quality programs were not very successful. As a result, the future employability of many of the most needy youths was not improved. Poor administration by the Department and by local program operators prevented many youths, mostly at urban locations, from being exposed to environments that resembled the real world of work, where there is enough useful work and good work habits are fostered.

The program's purpose is defeated when youths are paid for doing little or no work or for playing games or when they are paid even though they were late or absent. Poor work habits that are learned or reinforced will offset any benefits received.

Only about one out of every four youths enrolled at urban sites we visited was exposed to an environment that bore an acceptable resemblance to the real world of work. In rural areas about 80 percent of the youths were at acceptable sites. Many of the urban enrollees did not work most of the day--they spent much of their time in recreation, questionable work activities, or idleness. Many were at sites where supervisors did not enforce work hours or develop other critical work habits relating to behavior, attitude, motivation, and appearance. Consequently, these enrollees experienced little of what will be required when they compete in the job market.

We believe there were two key reasons why the rural sites we visited provided better work experience than the urban sites we visited. Rural sites were smaller and, thus, more manageable than the urban sites. Also, from our discussions with supervisors, it appeared that rural supervisors had better experiences, general understandings of the program's objectives, and awareness of their responsibilities than the urban supervisors.

Poor administration by the Department of Labor, the sponsors, and worksite supervisors led to most of the problems we observed. Worksite problems, such as poor supervision, too many enrollees being assigned for the work at hand, equipment shortages, and planned work not being useful, were largely caused by sponsors' ineffectiveness in selecting and monitoring worksites. Although worksite selection and monitoring were emphasized in SPEDY regulations, Labor's involvement with the sponsors' programs was too limited to assure that sponsor worksite selection and monitoring were effective.

We and others criticized SPEDY's predecessor, the Neighborhood Youth Corps, as being basically an income maintenance program with little useful activity. We criticized earlier SPEDY programs for the same reason. Labor acknowledged that earlier programs had been administered with an income maintenance philosophy. Although Labor stressed improved quality in the 1978 SPEDY, much needs to be done to assure that meaningful work and training are provided--especially in urban areas.

WHAT IS WORK EXPERIENCE AND WHAT SHOULD IT ACCOMPLISH?

According to SPEDY regulations, the summer youth program was to give youths meaningful work tasks and training to develop their skills and enhance their future employability. Short-term goals included providing structured, well-supervised work to improve work habits. In addition to work experience, sponsors could provide other activities, such as occupational and classroom training. According to CETA regulations, occupational training must be for occupations in which a skill shortage exists and in which there is a reasonable expectation of employment. Classroom training must be related to specific job skills and may include remedial training to upgrade basic skills.

As defined in CETA regulations, work experience is a short-term and/or part-time work assignment designed to enhance the employability of individuals who either have never worked or have not worked in a long time. It is designed to increase employability by providing experience on a job, an opportunity to develop occupational skills and good work habits, and an opportunity to develop specific occupational goals through exposure to various occupations. A CETA program monograph "Work Experience Perspectives: CETA Program Models" more appropriately describes work experience to be

> "* * * manpower activities that expose enrollees to simulated and actual work conditions, expectations, and job content similar to those encountered in the unsubsidized work world."

SPEDY regulations provide further identification of "meaningful work experience." The regulations require that prime sponsors, when selecting contractors and subgrantees, consider their capability to provide worthwhile work that is appropriate in terms of participants' needs and local market demands. The regulations also require sponsors to determine through monitoring that there is enough meaningful work to occupy all the youths during the hours they are at the site.

Although Labor has provided criteria as to what constitutes "meaningful work experience," we could not find sufficient detailed guidance to implement the criteria. Therefore, we found it necessary to spell out sufficiently detailed guidance to make it possible to evaluate the effectiveness of the program and to determine whether criteria established by the Labor Department have been met.

In assessing the quality of worksite experiences designed to introduce enrollees to the world of work, we considered usefulness of the work, the amount of work, and the quality of supervision, including keeping enrollees busy and fostering good work habits.

To determine what SPEDY enrollees were doing and whether worksites were providing meaningful work or training, we visited 230 selected SPEDY worksites of the sponsors in our review. These included 173 urban sites with 5,898 enrollees and 57 rural sites with 359 enrollees. Because our coverage was limited, our statistics should not be applied to the entire program. Nevertheless, we believe our findings are sufficiently serious to indicate the need for improvements in program administration.

The specific criteria we used in making our determination are discussed below.

Activities need to be useful to be meaningful

In evaluating the meaningfulness of work and training activities, we determined whether they were useful in terms of enhancing enrollees' future employability and in providing a visible benefit to the community or worksite employer. At least some activities at most worksites were useful in these respects.

Work experience activities, according to CETA regulations, should increase employability by giving individuals experience on a job and an opportunity to develop occupational skills and good work habits. We believe that useful work activity should provide visible, continued, improved, or new services or goods benefiting the community or employer. In this way, enrollees are introduced to a realistic work setting, where employers expect some form of benefit in return for pay. Benefits to the community and worksite employers are readily apparent in more traditional jobs, such as clerical (provided at 36 percent of the sites reviewed) and maintenance (provided at 55 percent of the sites reviewed). For example:

--A government agency used four enrollees for typing, filing, and other clerical duties.

--A municipal highway department involved six enrollees in road, building, parks, and vehicle maintenance.

--A hospital employed 48 enrollees in a variety of capacities, including lab technicians and orderlies.

--A school used 13 enrollees to maintain the grounds.

The community also benefits from less traditional work activities, such as day care and community and social services. For example:

--A day care center used 15 enrollees to supervise about 90 children. The enrollees directed the children in arts and crafts, music, and recreation and also supervised their lunch periods.

--Some of the 37 enrollees at a community service center assisted senior citizens in getting to and from the center's health clinic and in shopping. The other enrollees worked as day care aides, health center aides, and food distributors.

We viewed arts, music, and drama activities as useful because they involved training and the public generally benefited from performances by the enrollees. About 18 percent of the sites reviewed offered such activities. For example:

--Thirty-four youths continued their music education as members of a band that performed in public.

--A dance company instructed 12 enrollees in African dance and provided occasional community performances.

About one-third of the sites provided some training to enrollees. Although training does not generally provide a direct, visible benefit to the community, we considered training useful if it provided individuals with technical skills or upgraded basic skills, such as in English and math. These features are provided for in CETA regulations. In addition, the regulations specify that occupational training be designed for occupations in which skill shortages exist and in which there is a reasonable expectation of employment. We observed training we considered useful at several sites. For example:

--Seventeen youths were enrolled at an auto mechanic/body repair school, in which classroom training was complemented by practical experience.

--Eight enrollees were trained in carpentry and woodworking by a high school industrial arts instructor. The summer project was to build bookcases for the school system.

--Six of 25 enrollees at a community service worksite were found by their supervisor to have deficiencies in basic skills that limited their job performance. These enrollees attended site-sponsored remedial math and English courses part of the time.

Some activities, in our opinion, could not be classified as useful work or training. For example, recreational activities involving only enrollees as participants occurred at least some of the time at about 27 percent of the sites. For example:

--At a community agency about half the scheduled activity for most of the 60 enrollees involved recreation, including volleyball, kickball, and basketball.

--All activities for 67 enrollees assigned to a park site were recreational, including baseball, basketball, and swimming.

Other activities that we considered to be providing little or no useful work or training included the following:

--Most activities for 125 enrollees at a community agency involved physical fitness, yoga, and martial arts classes.

--The primary activities for eight enrollees at a community agency site were cultural field trips, ethnic history classes, and sports.

We do not object to providing opportunities for recreation and culture to youths, particularly in conjunction with work assignments. However, the proportion of time spent in such activities in these instances--from about half to all--are in our view not in keeping with achieving the objectives of the program.

Enough work to keep busy--a real world expectation

For work or training to be meaningful, the activity should not only be useful but also occupy enrollees for most of the scheduled workday. This is necessary to present a realistic impression of the world of work, where employers expect a day's work for a day's pay. For our analysis, we defined "enough useful activity" as being engaged in useful work and/or training activities at least 75 percent of the scheduled worktime. In other words, we expected that enrollees work at least 3 out of 4 hours on the job. Scheduled worktime excluded reasonable allowances for lunch and breaks.

Good work habits--a basic job need

Good work habits are prerequisites for getting and keeping a job. A CETA program model monograph noted that learning to work is as critical as learning a skill. Developing good work habits, such as getting to work on time, reporting regularly for work, working cooperatively with others, and accepting supervision and responsibility, are especially important in SPEDY. Providing structured, well-supervised work to improve work habits was one of SPEDY's short-term goals. Work habits are developed at the worksite, and development largely depends on how enrollees are supervised. Of enrollees we spoke to, most were still in school and about one-third said they had never had a job before.

In evaluating whether enrollees were being given the opportunity to develop good work habits, we considered whether working hours were enforced (and attendance procedures existed to prevent payment for absences); whether enrollees' behavior was controlled; and whether the supervisor, through action or discussion, impressed upon enrollees the need for good work habits. This third factor included attitude, behavior, appearance, and motivation.

MANY ENROLLEES WERE PROVIDED LITTLE MEANINGFUL WORK EXPERIENCE

In the preamble to the 1978 SPEDY regulations, Labor stated that the changes made reflected "continued efforts" to improve the quality of the summer program so that youths will engage in meaningful work tasks and training which will develop their skills and enhance their future employability. However, Labor's desired improvement in the quality of SPEDY has not been achieved.

Half of the worksites visited (115 of 230) met our minimum standards for providing a meaningful work experience. This, in our view, clearly establishes the ability to achieve, and the reasonableness of, these standards. Unfortunately, only 30 percent of the enrollees were assigned to these sites. The problem was more pronounced at urban sites where we observed--at the time of our onsite visits--that almost three of every four enrollees were exposed to a worksite where good work habits were not learned or reinforced, or realistic ideas on expectations in the real world of work were not fostered. In contrast, about four out of every five enrollees at rural sites were exposed to conditions which provided a meaningful work experience.

Sites that we believed provided at least a minimally acceptable work experience provided enough useful work, developed good work habits, and had good supervision. However, they did not necessarily provide for continuous useful work. In other words, there was enough useful work, but idle time was not always minimized or constructively used. In addition to providing meaningful work experience, about half of these sites enhanced the work experience of some enrollees by providing jobs or training that developed skills.

Appendix I shows, by sponsor, the number of minimally acceptable worksites and enrollees assigned compared to all sites visited and their enrollment. This information shows that enrollees at rural sites fared better than those at urban sites. The proportion of enrollees assigned at minimally acceptable worksites at the four urban sponsors visited ranged from 8 percent in Newark to 57 percent in Los Angeles. Rural sites visited had a much higher range (from 65 to 82 percent).

Most enrollees were at sites where there was little meaningful work experience because enrollees were not provided enough useful work or not assigned with supervision that fostered good work habits. Both conditions were present at some sites. Appendixes II and III show, by sponsor, the relative number of enrollees at sites that provided enough useful work, and the opportunity to develop good work habits, respectively. These factors were considered separately in identifying minimally acceptable sites shown in appendix I. For example, a site was determined not minimally acceptable because poor work habits were fostered even if it provided enough useful work. Another site was not acceptable because, while promoting good work habits, it did not provide useful work. Other sites failed to meet either condition.

A day's work for a day's pay--not always the case

Enrollees we observed at 148 sites, or 64 percent of the 230 sites visited, were occupied with enough useful work activities on the day of our visit. These sites, however, enrolled only 43 percent of youths assigned to all sites we visited.

Appendix II shows, by sponsor, the number of worksites providing enough useful work and their enrollment. The data show that rural sites were more effective in this regard. Only 56 percent of the urban sites provided enough work, while 89 percent of the rural sites did. These urban sites were assigned 40 percent of the total enrollment at urban sites visited, while 89 percent of rural enrollees were at sites that had enough work.

Examples of sites providing enough useful work

At 148 sites, enrollees we observed were working at least three-quarters of the time on the day of our visit. At 120 of these sites, we observed no time that was not constructively used. Activities at these sites included the following:

--An urban high school used 21 enrollees in a print shop producing forms for the school system.

--A rural parks department employed two enrollees to maintain existing park grounds and prepare a new picnic area. We found the area to be well maintained.

--A rural hospital gave 14 enrollees practical clerical experience in bookkeeping, filing, and billing procedures.

--An urban day care center employed 12 enrollees as day care aides, supervising children's recreation activities, recordkeeping, and lunch distribution. According to the site supervisor, the center could not have operated without the enrollees.

--A rural library had three enrollees shelving returned books and performing light housekeeping duties.

Other sites, while not keeping enrollees busy all day, provided enough useful activity to keep them occupied most of the day. For example:

--Three rural enrollees were scheduled to work 7 hours a day preparing and distributing food under the Summer Nutrition Program. However, they were released when the work was completed, usually about an hour early.

--Eight enrollees were to organize and supervise youth activities at an urban playground. Although there was enough work to keep them occupied most of the workday, enrollees were observed playing basketball and checkers.

An added benefit to any meaningful work experience is skill development. About one-third of the sites provided occupational skill development to at least one of their enrollees. Some sites had organized training programs. For example, 13 enrollees at one site were participating in a welding and small engine repair training program. Some were engaged in special projects, such as lawnmower overhaul. Enrollees also visited welding and sheet metal firms.

In most cases, however, skills were developed incidentally through on-the-job experience. For example:

--An urban university employed 48 enrollees in various skill-developing clerical jobs. Two of the enrollees were also learning key punching, while two others worked as library assistants.

--At an urban community agency, 4 of 64 enrollees were developing typing skills. The others were involved in neighborhood maintenance activities.

--An urban group employed 15 of its 30 assigned youths in printing the group's newspaper. In addition to printing skills, the youths were learning artistic layout and photography. Of the other enrollees, 5 were performing clerical duties and 10 were involved in maintenance.

--A rural school used two enrollees in clerical capacities, doing such things as typing, filing, and updating student files.

Labor studies of the 1978 SPEDY at 11 prime sponsors also showed that little formal skill training was occurring. Less than 6 percent of SPEDY resources at the locations visited were used for services and activities other than work experience. Few prime sponsors were involved in institutional skill training or remedial education.

Many enrollees were not exposed to realistic impressions of the world of work

Enrollees at more than one-third of the sites we visited, representing about 57 percent of the total enrollment at all sites visited, were not engaged in enough useful activity. Less than three-fourths of enrollee worktime at these sites was spent constructively. We believe the enrollees at these sites were exposed to unrealistic work settings and were given distorted impressions of what would be expected in the real world of work. This condition was more common at urban than at rural sites visited.

The immediate causes of this problem often involved poor supervision; that is, supervisors not directing enrollees to do available work and sites being assigned more enrollees than were needed to do the work at hand. Other reasons included a lack of equipment, a failure of planned programs to materialize, and a lack of useful planned activities. Some sites experienced more than one of these problems.

Poor supervision was a factor in about 60 percent of the sites where there was little work going on. For example:

--An urban public housing project was assigned 115 enrollees to work in maintenance, food distribution, and recreation. On the date of our visit, we observed very little activity. Some enrollees signed in, then left, while others arrived up to 2 hours late, but posted an earlier time on the sign-in sheet. Later in the workday, only 20 of 108 signed-in enrollees were still present at the site. Enrollees assigned to food distribution were idle half of the 5-hour workday. Youths working as recreational aides could not be located by the supervisor. Enrollees involved in maintenance were idle, although the project's grounds obviously needed attention.

--An urban community agency's neighborhood beautification program was assigned 12 enrollees. The activities involved removing graffiti from residential and commercial properties and cleaning vacant lots and residential yards. During our visit to the site, we observed much idleness. The supervisor also allowed enrollees to leave early. On the day of our visit, the 5-hour work schedule was shortened to 3 hours and 45 minutes.

At about 40 percent of the sites that lacked enough useful activity, there appeared to be too many enrollees for the work at hand. For example:

--Fifty-three youths were to supervise and distribute food to 3- to 11-year-old children. Many more enrollees were assigned than were needed to support site activities. About 50 children participated in the food and recreation programs at a small concrete school yard. The program equipment consisted of three small tables (no chairs), a volleyball, a kickball, and a jump rope. On the day of our visit (a nice day), we observed virtually no work activity--most enrollees were idle or playing games. Later that day and on another occasion, we noted similar conditions.

--An urban church was assigned 140 enrollees for child care, maintenance, and clerical activities. On the day of our visit, no children were present. Enrollees, except for those maintaining enrollee sign-in sheets, were idle or playing games.

In other cases, equipment shortages resulted in problems. For example, 43 enrollees were assigned to an urban block association to clean streets and cut grass in vacant lots. But the worksite had only two brooms and two rakes. Occasionally, equipment was borrowed from neighborhood residents. Enrollees were idle much of the time.

Activities planned by some sites did not materialize, leaving enrollees with little to do. For example, an urban program enrolled 10 youths to be trained as arts and crafts instructors at day camps. Enrollees engaged in some arts and crafts activities, but were not trained as instructors. The enrollees were either idle or playing games much of the time.

Enrollees at other sites were involved in activity that seemed useless. For example, an urban neighborhood community center was assigned 84 enrollees to serve as "police aides," but there was no coordination with or approval of the city's police department. Ten of the enrollees served as "dispatchers," while the rest were to patrol sections of the neighborhood in groups of about 10 for peacekeeping purposes. The site did not have any phones or other means for the dispatchers to communicate with the field patrols. Consequently, these enrollees were idle. The 74 enrollees in the eight patrol units were not trained, had no identification, and were not accompanied by an adult supervisor. We drove around the area but were not able to locate any of the eight "squads."

Recreation activities involving only enrollees were quite prevalent. We observed such activities at 63 of the sites visited. Sixty of these were urban sites, or about one-third of all urban sites visited. Recreation was the primary activity at 21 of the sites. For example:

--The primary activity for 51 enrollees at an urban civic group was sports. Through competitive sports, enrollees were to learn to compete at other levels. In addition to a lack of direct vocational benefit, sports equipment was limited.

--Ten enrollees were to teach disadvantaged youths to play tennis. However, the planned instruction period involved only 6 hours of the 25-hour workweek. The rest of the time, enrollees played tennis or were idle.

Some sites experienced a number of problems that limited the amount of useful work accomplished. The problems at some of these sites are described below.

--An urban sponsor assigned 236 enrollees to be instructed in African dance and music, martial arts, modeling and charm, and drama. The site, located at a park, operated 8 hours a day. When it rained, enrollees were sent home. Enrollees participated on alternating days in groups of between 95 and 236. On the day of our visit, the first 2 hours of the workday consisted of signing enrollees in--many arrived late. During this time some enrollees were idle, others played games, and some left the site. At one point only 24 of the 95 enrollees who had signed in could be located by a sponsor monitor. Some dance activities got underway 2-1/2 hours after the official starting time of the site, continuing for 1-1/2 hours before breaking for lunch. We returned to the site later in the day only to find the enrollees on a 50-minute break.

--Twenty-one youths were assigned to an urban site where the only planned activity was participation in recreation. Site activities included playing basketball and swimming. Besides lacking a useful activity, the site lacked proper supervision and equipment. As a result enrollees were idle most of the time, some were disorderly, and some wandered from the site.

--An urban theater group was assigned 44 enrollees to assist in festival presentations. On the day of our visit, some of the youths were constructively occupied. About half of them, however, were idle, listening to music or skateboarding.

Opportunities for development of good work habits--a basic job need--not always being provided

One criticism of SPEDY's predecessor, the Neighborhood Youth Corps, was that it often provided negative job experiences which defeated the developmental potential of the program by reinforcing bad work habits. This situation existed at many worksites in the 1978 SPEDY.

Of the worksites we visited, 61 percent (140 of 230) were providing the opportunity to develop good work habits. However, these sites included only 46 percent of the enrollees assigned to all sites we visited. Supervision is the key to developing good work habits. Appendix III shows, by sponsor, the number of sites and enrollees assigned where the opportunity to develop good work habits was being provided.

Some examples of good work habit development are given below.

--At a worksite with 12 enrollees responsible for child care and supervision of a recreation program, we observed supervisors working closely with enrollees. Individual counseling sessions were scheduled twice weekly, and group sessions were scheduled weekly. One potential school dropout was receiving a counselor's attention and encouragement to stay in school. Worksite policy did not permit pay for absences.

--At a site with six enrollees, we observed apparently good rapport between the supervisor and enrollees. The supervisor was teaching the enrollees the importance of industriousness, high-quality work, cooperation, and accepting supervision.

--At a site with eight enrollees, neither late arrivals and early departures nor long lunches were tolerated.

Other worksites did not promote the development of good work habits because not all the factors we describe on page 10 of this report were present. Also, at 20 worksites with 940 enrollees assigned (15 percent of all enrollees assigned to sites visited), the development of good work habits was not being fostered because none of the factors was present.

Some worksites where the opportunity to develop good work habits was not being provided included the following:

--At one worksite the 20 enrollees reported present were not engaged in useful activity, but were playing games among themselves. The supervisor was absent for half an hour. The enrollees wandered around regardless of whether the supervisor was present. In the afternoon, when attendance was taken, the supervisor assured us that all enrollees were accounted for although we observed only 13 at that time.

--At a site with 39 enrollees where the workday began at 8:00 a.m., most enrollees arrived at 8:30 a.m. Although a supervisor said that enrollees would work until 2:30 p.m., 20 enrollees told us they never worked beyond 1:30 p.m.

--We visited one site assigned 44 enrollees where the supervisor was absent. The enrollees were sitting around or playing basketball. When we returned in the afternoon, the second shift was sitting around talking.

--At a site with 67 enrollees, time and attendance was poorly controlled. Enrollees arrived an hour late but reported the regular starting time on attendance records.

--At a site with 12 enrollees, some wandered from the site without the supervisor taking any action.

--At a maintenance site with eight enrollees, one youth was observed sleeping.

--Upon arriving at a worksite, we saw the supervisor sitting in his car listening to music, while some enrollees were sweeping and raking and others were playing pool. There were 27 enrollees at this site, and 10 were absent. We later determined that 8 of the 10 absent enrollees were paid for this day.

Attendance procedures and payments for absences also affect development of good work habits. Although attendance was usually taken, 45 sites did not do so in a timely manner, and 34 sites had incomplete records. At 101 sites, enrollees were absent when we visited. We later examined payroll records for those sites. At 25 sites, enrollees were paid for this absence; at 71 sites, they were not paid; and at 5 sites, we were unable to determine whether they were paid because of inadequate records.

Supervision also influenced the amount of useful work that enrollees were given. At over half the sites where there was not enough useful work, poor supervision was a contributing factor.

The size of the worksite had some relationship to the development of good work habits. Smaller sites seemed to foster good work habits more often than larger ones. Worksites where all good work habit development factors were present averaged 20 enrollees, compared to an average of 27 enrollees per site for all sites visited. Similarly, sites where all work habit development factors were lacking had an average of 47 enrollees assigned.

As shown in appendix III, about 84 percent of the rural worksites provided opportunities for developing good work habits, whereas only about half of the urban sites did.

Rural sites were smaller, ranging in average size from about 4 enrollees at one sponsor to 10 enrollees at another. Urban sites, on the other hand, ranged in average size from 13 enrollees at one sponsor to as many as 58 at another.

Good work habit development occurred most at sites run by government agencies, whereas poor work habit development occurred most at community-based organizations.

From our discussions with supervisors, we conclude that the supervisors' experience, general understanding of the program's objectives, and awareness of responsibilities significantly influenced development of good work habits. The extent to which we judged these factors favorable at worksites visited is shown below:

	Percent of favorable results	
	Good work habit sites	Poor work habit sites
Supervisor understands program objectives	93	45
Supervisor experienced or trained in supervisory role	96	35
Supervisor experienced or trained in dealing with youth	96	40
Supervisor aware of responsibilities	94	30

When the above factors are classified by total urban sites visited and total rural sites visited, the rural sites had a higher percentage of favorable results for each factor considered.

WHY THE SUMMER YOUTH PROGRAM HAS NOT BEEN MORE SUCCESSFUL

The problems we observed at worksites resulted from management weaknesses on the part of Labor and the sponsors in assuring that worksites were both designed and operated in a manner that would provide meaningful work. The 1978 SPEDY regulations placed increased emphasis on monitoring responsibilities to assure that any prior abuses would not recur. But regulations alone do not assure that abuses will be corrected.

The new 1978 SPEDY regulations required that prime sponsors, when selecting contractors or subgrantees, consider their capability to provide worthwhile work. Also, through visits during program operations, sponsors were to determine whether there was enough meaningful work at sites to occupy all enrollees during the hours they were at the site. These requirements were imposed by Labor partly in response to earlier criticism of SPEDY.

All of the sponsors' programs included these requirements. However, based on our worksite observations and review of sponsors' site selection and monitoring practices, we concluded that few sponsors effectively evaluated and monitored proposed and ongoing activities. Labor, for the most part, did not assure that the requirements were met.

Improvements needed in selecting acceptable worksites

SPEDY regulations allow sponsors to enter into subgrants or contracts only with organizations that demonstrate sufficient program capability. Regulations require sponsors, in selecting subgrantees, to consider the organization's ability to provide worthwhile work. The proposed 1978 SPEDY regulations required sponsors to state that all worksites had been evaluated for compliance with program requirements. The final 1978 regulations merely required that sponsors assure that worksites meet requirements.

During the period before site operations begin, sponsors have the opportunity to evaluate the site's proposed activities in terms of their usefulness, enrollment level to support the activities, and adequacy of supervisors to detect and resolve potential problems. Information to allow sponsors to make such evaluations should be contained in worksite proposals or be provided for through the required written agreement with each worksite employer.

Most of the sponsors we visited selected subgrantees in a similar manner. Potential subgrantees (including prior SPEDY work sponsors) were solicited, their proposals were evaluated, and the subgrantees were selected or rejected. Once a subgrantee was selected, a contract or agreement was entered into. Some factors considered in evaluating potential subgrantees included prior year assessments, locations of worksites, and value of the work experience. Names of potential subgrantees were sometimes solicited from community agencies, city council offices, and State and Federal offices. Once selected, the sponsor contracted with subgrantees to provide worksite activities.

The selection of subgrantees or work sponsors, however, had shortcomings, which sometimes precluded the development of good worksites. For example:

--One sponsor, which solicited proposals then developed contracts from them, approved vague and questionable worksite activities. Some contracts included activities different from those originally proposed. And our worksite visits revealed activities different from those included in contracts. Too many enrollees were approved for the work available. A sponsor official conceded that his staff needed to provide earlier technical assistance to subgrantees to prevent these problems. In fact, the sponsor's evaluation noted that agencies requested more enrollees than needed.

--One sponsor did not use a standard worksite agreement for all subgrantees. As a result, agreements between the sponsor and subgrantee did not always provide needed information, such as contingency plans and daily hours of operation.

--One sponsor had staff seek out worksites and obtain information on activities planned, supervision, and enrollees needed. A further indepth review and evaluation of the worksites, recognized as needed by sponsor officials, was not made because of confusion within the sponsor's organization about who was to make such evaluations.

--One rural sponsor accepted marginal worksites because good worksites could not be developed near employees' homes.

Appropriateness of work schedules should also be considered in selecting acceptable worksites. Sponsor work schedules for enrollees determine enrollment levels and, thus, the number of work opportunities and worksites that must be developed. This flexibility in setting work schedules means that more or fewer enrollees can be provided work experience at a given worksite. For example, a worksite might need six enrollees, 8 hours a day, for 5 days a week, to accomplish the work at hand. By limiting the work day to 5 hours, 4 additional enrollees, or a total of 10, might be employed. However, this might affect the amount of work at hand as more enrollees are available during a compressed period of time. If additional enrollees could not be used at the site, another site would have to be developed.

Labor was not effective in assuring adequate sponsor development of worksites. Some Labor regions responsible for sponsors we reviewed did not get involved in evaluating this aspect of program planning. At others, planned or actual evaluations of worksite agreements took place after the program had begun.

Monitoring did not assure that worksites provided meaningful work

Monitoring is important to assure that, during the limited program period, worksites are providing enrollees with meaningful work experience. It can also identify program weaknesses, such as the obvious, basic problems we observed at worksites, so improvements can be made. Monitoring results are essential in developing worksites in future years.

SPEDY regulations require that sponsors' plans describe monitoring procedures to assess both the overall program and the performance of each worksite employer. They also require that sponsors visit a sample of worksites during the first half of the summer program. The worksite visits are to determine whether site activities are the same as described in the worksite agreement, whether there is enough meaningful work to occupy all youths assigned during hours they are at the site, and whether attendance records accurately show time worked. Sites with problems should be revisited. For serious or continuous violations that are not likely to be remedied, worksites should be closed.

Most sponsors' monitoring emphasized compliance with time and attendance and payroll procedures, but did not emphasize qualitative factors, such as enough meaningful work. Some sponsors did not monitor all sites or make as many monitoring visits as planned. Some problems identified were not corrected. For example:

--An urban sponsor's monitoring unit did not visit all sites and made only about one-third of its total planned visits. The monitoring unit noted only a few problems, and few problems that were noted were corrected. Also, the unit did not have a complete list of work locations.

--One sponsor monitored some worksites several times but did not identify the kinds of problems that we found at the same sites. At two sites we noted poor supervision and no meaningful work, but the sponsor, in nine monitoring visits to these sites, criticized only timekeeping activities.

--One sponsor emphasized enrollment and counseling in monitoring but did not consider attendance procedures or the quality of the work experience.

--One sponsor emphasized compliance with child labor laws pertaining to minimum ages for certain occupations but did not provide timely feedback on violations to the SPEDY supervisor.

On the positive side, a rural sponsor did what we considered a good job of monitoring. Preprogram monitoring addressed site conditions, supervisors' qualifications, and potential to provide meaningful work. All sites were visited, and the visits emphasized adequacy and nature of the work.

In recognition of the major program emphasis on monitoring worksites and developing meaningful work tasks, Labor instructed its regional administrators to insure that each prime sponsor was monitored at least three times. At least two of the monitoring visits were to be made when enrollees were present at worksites. An onsite review monitoring guide was issued to regional administrators on July 21, 1978. It included a series of compliance standards and suggested monitoring methodologies. Areas addressed included coordination with other CETA programs, selection of participants, eligibility, worksites, and sponsor monitoring.

The use of this guide was optional, but regions were expected to have a structured monitoring procedure.

As a result of monitoring at sponsors (and through other means, such as complaints and audit findings), Labor, after notice and opportunity for public hearing, can withhold further payment and request return of unexpended funds from sponsors failing to carry out the purposes and provisions of the act (29 U.S.C. 818(d)).

At sponsors we visited, Labor's monitoring activities were limited. In some cases Labor relied on sponsors' monitoring. According to Labor regional representatives, the problem was caused by a lack of personnel. Examples of Labor monitoring at sponsors we visited included the following:

--Regarding the one prime sponsor we visited, a regional official told us that Labor made only 14 worksite visits, reviewed worksite agreements and applications, and reviewed about 150 SPEDY applications. This sponsor had about 1,800 worksites.

--According to an official from another region, Labor visited one sponsor in our review twice, inquiring into eligibility and visiting a worksite. Labor did not visit the other sponsor we reviewed; instead it relied on the sponsor's monitoring.

--One region emphasized administrative aspects (eligibility, enrollee files, and plans). Labor regional officials said they visited seven worksites at one sponsor in our review, increasing monitoring efforts partially because of our presence. The sponsor had 163 worksites. At the other sponsor we visited, the regional representatives monitored on two occasions, covering 30 sites in 4 days. During the visits worksite agreements and sponsor monitoring reports were reviewed. The regional administrator agreed that Labor's monitoring visits were not in depth. He said that Labor's resources for monitoring the program are too limited to allow for effective oversight.

--At a region where we visited two sponsors, regional officials told us they do not have enough resources to do extensive monitoring so they try to determine if the sponsor has a monitoring system. They acknowledged the weaknesses we found in the sponsors' monitoring.

Labor's ability to effectively monitor sponsors' activities was also affected by late guidance on program planning. Labor issued final program regulations after all the sponsors had begun recruiting activities. Six of the seven sponsors we visited had begun recruiting and selecting enrollees before their plans describing these activities were submitted to the cognizant Labor regional office for approval. Thus, Labor was not able to determine whether sponsors' recruiting and selection plans were acceptable until after these activities had begun. At one of the six sponsors, parochial school students' opportunities to participate were limited because of a misunderstanding about who was responsible for their applications. The sponsor made some attempt to correct the problem, but efforts were ineffective because of school closing.

We do not believe that Labor's monitoring is sufficient to enable it to meaningfully assess sponsor performance and provide a basis for applying financial sanctions against sponsors that do not comply with the act or regulations.

CHAPTER 3

IMPROVEMENTS NEEDED IN HOW PROGRAMS ARE FUNDED

The Department of Labor's method of allocating SPEDY funds to prime sponsors did not directly relate to the eligible populations' needs or consider sponsors' past performance in meeting program goals. In following funding procedures established in SPEDY regulations, Labor has generally sustained sponsors' relative funding levels from year to year, rather than allocating funds based on economic needs data. As a result, based on such data, many sponsors may have received less than an equitable share of the national funds, while some (generally urban sponsors) may have received more. Our analysis of worksite performance also suggests that funding levels may have affected program quality, especially in urban areas.

FUNDING TO SPONSORS IS NOT CLOSELY LINKED TO NEEDS

The Department of Labor's allocation of funds to prime sponsors did not reflect the relative needs of the disadvantaged youth populations in the sponsors' areas. Labor followed a practice of keeping prime sponsors' enrollment levels the same from year to year. As a result, based on economic needs data, many prime sponsors received less than an equitable share of national funds, while others received more.

Funding the 1978 SPEDY was a two-step process. In the first step, a formula was used to develop allocations based partly on indicators of economic need. However, in the second step, Labor adjusted the formula amount, in effect overriding the formula, so that each sponsor, regardless of relative need, received enough funds to provide the same number of jobs as in the prior year's program. Since the adjustment considered the minimum wage increase, all sponsors received SPEDY funding increases. As a result of the adjustment, some sponsors received more funds than they would have under the formula (the first step), while many received less. Generally, Labor's funding practice favored urban sponsors at the expense of others.

The funding methodology for the 1978 and prior SPEDY programs had been provided for in SPEDY regulations prepared by Labor. However, the methodology, in basically the same form, is now incorporated in legislation as a result of the CETA Amendments of 1978. Thus, remedying problems in the funding process will require legislative action.

Provisions of the formula

In the absence of a legislatively mandated method of allocating funds, Labor's SPEDY regulations established a formula for allocating funds to prime sponsors which closely paralleled the formula CETA mandated for the comprehensive employment and training services program. 1/

Specifically, funds were to be allocated as follows:

--50 percent based on each prime sponsor's proportion of funds allocated the previous year,

--37-1/2 percent based on the ratio of the annual average number of unemployed persons in the sponsor's area to the national total, and

--12-1/2 percent based on the ratio of the number of persons in low-income families (less than $10,000) in the sponsor's area to the national total.

Although the SPEDY formula contains elements that measure an area's economic needs, those elements are not necessarily representative of the eligible 14- through 21-year-old youth population.

However, developing a formula that more fully considers the needs of the target population will require a concerted effort by Labor. Data that would enhance targeting--youth unemployment rates and numbers of disadvantaged youths--are not readily or consistently available at local levels.

The Congress, in 1976, established the National Commission on Employment and Unemployment Statistics, making it responsible for evaluating and making recommendations to the Congress and the President about the Nation's needs for employment and unemployment statistics. The Commission has numerous studies underway to support future recommendations. It is hoped that in the near future, the Commission's work will result in better data for use in allocating Federal funds to SPEDY as well as other Federal assistance programs.

1/Before the CETA Amendments of 1978, this program was authorized by title I of CETA; now it is authorized by title II of CETA.

Office of Management and Budget concerns on SPEDY funds distribution

The Office of Management and Budget (OMB) also recognized deficiencies in the method of allocating SPEDY funds and specifically requested Labor to provide alternatives to improve fund allocation. This request was made in a January 31, 1978, OMB letter to the Secretary of Labor, which set forth 1978 and 1979 budget levels. Specifically, the letter requested Labor to submit alternative allocation formulas to OMB by February 10, 1978.

OMB needed the analysis of alternative allocation formulas by February to influence the 1978 fund allocations. An OMB official told us that OMB needed Labor's input to consider improved methods of allocating funds because Labor had the resources, including a computer-based model, to analyze the effect various alternatives would have. However, Labor did not furnish the alternatives as requested. Instead, it informed OMB that it had considered alternative allocation methods on its own and had decided that no change was warranted. Labor also made public planned fiscal year 1978 SPEDY allocations in late February. The allocation formula was published in final regulations dated May 19, 1978.

OMB also wanted to find a better way to allocate SPEDY funds, which could be considered during deliberations on the CETA Amendments of 1978. To consider alternative allocation methods and make pertinent recommendations to the Congress, OMB needed to receive the requested information by April 1978 at the latest.

The administration's bill (H.R. 11086 and S. 2570), introduced in the House and the Senate on February 22 and 23, 1978, respectively, contained a modified version of that provision in the 1978 SPEDY regulations which required that previous prime sponsors receive enough funds to support the same number of job positions as in the prior year. This provision was modified only in that the prime sponsor would have the same level of funds rather than the same number of job positions. The bill's allocation formula was basically the same as that in the 1978 SPEDY regulations. The bill's allocation formula differed from the SPEDY regulation formula only in that it considered the total number of adults, rather than the total number of people, in low-income families.

The allocation provisions of the bill are identical to those in the act (CETA Amendments of 1978, Public Law 95-524, Oct. 27, 1978).

Overriding the formula

The 1978 SPEDY regulations contained a provision overriding the formula by requiring (to the extent that funds were available) the Secretary of Labor to allocate to each prime sponsor enough funds to provide at least the same number of enrollee positions as in the 1977 program. This provision insured all 1978 SPEDY sponsors an increase in program funding regardless of relative need primarily to compensate for the increase in the minimum wage from $2.30 to $2.65 an hour.

A similar provision in the CETA Amendments of 1978 provides that the allocation be at least equal to the funds (rather than the number of enrollee positions as stipulated in the SPEDY regulations) available in the previous year's summer program. When mandated minimum wage increases are considered, this change may allow for gradually reducing the number of enrollee positions.

Both the SPEDY regulation and CETA formula override provisions, however, differ from a similar feature in effect for the CETA comprehensive employment and training services program. In that program, allocations could be reduced by as much as 10 percent from the prior year's level to reflect a decline in relative need and to align actual allocations with the formula based amount.

Inequitable distribution of funds

Based on economic needs data, Labor's funding of SPEDY programs resulted in an inequitable distribution of funds. In bypassing the SPEDY allocation formula to assure that prime sponsors could offer at least the same number of enrollee positions as in the previous year, Labor provided some sponsors more funds than would have been provided under the formula. Conversely, many sponsors received less.

Comparing Labor's allocations to prime sponsors with the amount that would have been provided using the formula shows that 140 sponsors received up to 70 percent more than the formula amount at the expense of 257 sponsors that received as much as 48 percent less than the formula would have provided. Fifty sponsors received precisely the formula amount.

The urban areas generally benefited at the expense of other areas. For example, Chicago's and Newark's allocations were 41 and 30 percent, respectively, above the formula amount, whereas Ulster County, New York's allocation was 44 percent below the formula amount.

The difference between the formula amount and the amount of SPEDY funds actually allocated to sponsors has resulted from application of the override provision. The SPEDY funding practice is unlike that in the comprehensive employment and training services program, where the 10-percent funding cutback provision has resulted in aligning funding levels with formula amounts. The difference between the two programs' funding practices is demonstrated in the Chicago and Newark programs. Those sponsors have received decreasing amounts of comprehensive employment and training services program funds, but increasing amounts of SPEDY funds, during the past 4 years.

Further inequities are apparent when you determine the impact of the part of the funding formula that allocates 50 percent of the funds based on each prime sponsor's proportion of funds allocated the previous year on the formula amount. For example, Chicago's and Newark's allocations were 72 and 89 percent, respectively, greater than a funding level that would be based only on the unemployment and low-income populations, while Ulster's was 61 percent less. Discrepancies in the distribution of SPEDY funds are further demonstrated when 1978 allocations to Ulster and a Midwest city not included in our review (Gary, Indiana) are compared. Although both locations had comparable numbers of unemployed and low-income persons, Ulster was allocated about $264,000 while Gary received about $3.7 million.

The preceding analysis merely shows inequities in how Labor funded SPEDY prime sponsors. It does not consider the ability of sponsors benefiting from Labor's funding practices to effectively use these funds.

SPONSOR PROGRAM QUALITY IS NOT A FACTOR IN FUNDING

Labor does not consider sponsors' past program performance in allocating funds. In fact, our review at the seven locations suggests that Labor can influence program quality by providing sponsors more funds than they can effectively use. The amount of funds a sponsor is allocated is the primary determinant of the number of youths that can be employed and the number of jobs that must be developed.

Our visits to worksites suggest a relationship between enrollment levels and worksite quality. As discussed in chapter 2, our site visits showed that urban sponsors were less able to provide useful work and supervision to enrollees.

The sites visited at two urban sponsors funded at levels substantially higher than the amount the SPEDY formula would have allocated provided a lower percentage of enrollees with a meaningful work experience than most of the other sponsors. These problems may have partly resulted from higher enrollments supported by the greater amount of funds Labor allocated.

CHAPTER 4

IMPROVEMENTS NEEDED IN DIRECTING SPEDY AT THOSE MOST IN NEED

Sponsors were providing services to economically disadvantaged youths on an equitable basis, considering the geographic distribution of these youths throughout their jurisdictions. However, in identifying and recruiting economically disadvantaged youths, their efforts were not always targeted at those most in need of SPEDY services. Recruiting efforts were directed mainly at the general in-school population; only limited efforts were made to reach those identified in SPEDY regulations for particular emphasis: dropouts, potential dropouts, and in-schoolers facing significant barriers to employment.

Generally, application periods were adequate, and applications were readily available. In some cases, application periods were extended to reach enrollment goals. This was partly caused by the late receipt of supplemental SPEDY funds.

In establishing eligibility, sponsors had different practices for verifying eligibility information, especially family income. Family income is used to establish that youths are economically disadvantaged. The family income criteria were sometimes based on outdated information because of Labor's delay in providing updated information before sponsors began determining eligibility.

Most job assignments considered the youth's interest. In some cases selection procedures differed among sponsors. Some procedures did not always provide for equal opportunity for selection.

PROCEDURES FOR RECRUITING AND SELECTING ENROLLEES NEED TO BE MORE CLOSELY LINKED TO PROGRAM OBJECTIVES

SPEDY regulations governing program operations require that sponsors (1) provide services equitably considering geographic distribution of economically disadvantaged youths, (2) provide services to economically disadvantaged youths most in need, (3) give special consideration to eligible veterans, (4) develop outreach and recruiting techniques aimed at all segments of the economically disadvantaged youth population, especially school dropouts, potential dropouts, and in-schoolers with problems, and (5) ensure that enrollee applications are widely available and that jobs are awarded equitably.

Sponsors targeted their programs to economically disadvantaged youths throughout their areas. However, sponsors and their subgrantees did little to identify groups among the economically disadvantaged population that SPEDY regulations singled out for special consideration.

At the locations we visited, the program sponsors, or their subgrantees, generally did not operate their recruiting and selection process in a manner that would assure that all eligible youths in the locality, especially those targeted in SPEDY regulations, would have an equal chance of participating in the program. Most enrollees were students, rather than unemployed youths who had dropped out of school. Furthermore, the sponsors' in-school recruiting efforts involved little specific outreach to youths likely to drop out.

Sponsors' plans provided for equitable distribution of activity throughout their areas

Labor's SPEDY regulations require that sponsors' services be provided on an equitable basis, considering the geographic distribution of economically disadvantaged youths within their jurisdictions.

In the locations we visited, the program was generally targeted to economically disadvantaged youths throughout the sponsors' areas. For example:

--In one large urban location, enrollee positions for particular worksites were allocated to the 15 city councilman districts, based upon a proportional youth poverty formula determined by the city.

--At one rural location, enrollee positions were equitably targeted to each of nine legislative districts in the county. However, at another rural location, SPEDY funds were allocated to counties using inaccurate statistics on the number of poor youths. As a result, some counties got too little funding and some got too much.

Significant segments identified in sponsor plans not related to employment problems

Labor requires sponsors to identify in their SPEDY plans significant population segments to be served and to describe the rationale for selecting them. Regulations governing all CETA programs define "significant segments" as

> "Those groups of people to be characterized, if appropriate by racial or ethnic, sex, age, occupational or veteran status, which causes them to generally experience unusual difficulty in obtaining employment and who are most in need of the service provided by the Act. Other descriptive categories may be used to define a significant segment, if appropriate."

In addition, SPEDY regulations require that efforts be directed at all segments of the economically disadvantaged youth population, especially school dropouts, potential dropouts, and in-schoolers likely to be confronted with significant employment barriers relating to work attitude, aptitude, social adjustment, and other factors.

At locations we visited, target groups to be served or significant segments identified in SPEDY plans to receive services varied. These segments were generally identified on the basis of prior SPEDY experience, rather than on particular employment problems or service needs.

The sponsors identified in their SPEDY plans such enrollee demographic characteristics as sex, age, race, school status, and handicap as significant segments to be served by SPEDY. However, data on the universe and types of persons most in need of SPEDY services were generally not provided. For example, the number of dropout, dropout-prone, and unemployed out-of-school youths was generally not included in the target group information in the sponsors' SPEDY plans.

Labor reports that in 1978, nationwide, 87 percent of the enrollees were students, 7 percent completed high school and were not attending school, and 6 percent were high school dropouts. Also, 38 percent of the enrollees were 14 or 15 years old.

At the sponsors we reviewed, available reports indicated that about 93 percent of the enrollees were students, ranging from about 88 percent at one sponsor to about 97 percent at another. Available information indicated that the portion of enrollees who completed high school and were not attending school ranged from about 1 percent at one sponsor to about 7 percent at another.

Dropouts reported by the sponsors we visited were almost 3 percent of all enrollees. The percentage of dropouts at rural sponsors (about 6 percent) was greater than at urban sponsors (about 3 percent). The portion of enrollees who were dropouts at urban sponsors ranged from less than 1 percent to almost 4 percent. At rural sponsors it ranged from about 2 percent to about 7 percent. Enrollees in the 14- to 15-year-old category at sponsors we reviewed were about 35 percent, ranging from about 70 percent at one rural sponsor to about 25 percent at another rural sponsor. Although rural sponsors generally had more enrollees in that age group, two urban sponsors had about half their enrollees in that group.

Labor's studies of SPEDY also commented on the sponsors' approach to targeting. In one study researchers pointed out that, in the 51 grant applications they reviewed, most program plans fail to specify the number of in-school and out-of-school youths to be served. Furthermore, the researchers found that few sponsors differentiate eligible youth by age, school status, or other characteristics such as mental or physical handicaps and that fewer set specific quantitative targets for subgroups. Another study noted that the program was heavily aimed at youths in school. Yet another study recommended emphasizing the importance of recruiting dropouts and taking steps to facilitate that process.

SPEDY regulations require that the prime sponsors coordinate their SPEDY plan with their plans for other CETA youth programs. In addition, sponsors are required to include narratives on strategies for enhancing employment potential and describe how the strategy relates to and is coordinated with other CETA programs.

Although some sponsors we visited had specific arrangements to include other CETA youth program enrollees in SPEDY, the number of such enrollees was generally insignificant compared to the total SPEDY enrollment.

Other CETA youth programs include Youth Incentive Entitlement Pilot Projects (year-round part-time employment to encourage youths to obtain a high school diploma), Youth Community Conservation and Improvement Projects (for unemployed youths), Youth Employment and Training Programs (to help youths complete school and/or obtain unsubsidized employment), Job Corps, and Young Adult Conservation Corps. Also, the CETA comprehensive employment and training services program includes many youths.

One large urban sponsor planned to either enroll or provide services under the 1978 SPEDY to youths participating in the other CETA youth programs. However, another large urban sponsor's 1978 SPEDY had no such links, other than providing youths with information about other CETA programs.

One rural sponsor official told us that SPEDY was not coordinated with other CETA employment and training programs because it was perceived as primarily a work experience and income maintenance program.

The lack of such links was also the subject of several Labor studies of the 1978 SPEDY. One study noted a lack of planned coordination with title I of CETA. Interprogram transfers or concurrent enrollments were very limited. Most sponsors continued to view SPEDY as a short-term, work experience program principally for in-school youths that was unrelated to other program activities. Another study concluded that SPEDY is basically a separate entity, almost always administered independently of CETA title I. Yet another study based on sponsor plans concluded that SPEDY had very weak links with other CETA programs, particularly programs to move out-of-school enrollees into unsubsidized employment. Once the summer program ended, all SPEDY enrollees were assumed to be returning to school. The out-of-schoolers were generally not assisted in finding other employment, and few attempts were made to place them in other employment and training programs.

Outreach and recruiting were timely and well publicized although not always directed at populations emphasized in SPEDY regulations

SPEDY regulations require that sponsors develop outreach and recruiting techniques aimed at all segments of the economically disadvantaged youth population, especially school dropouts, youths not likely to return to school without SPEDY assistance, and in-school youths confronted with significant employment barriers. In addition, sponsors are required to report separately the number of Hispanic-American clients served.

At most locations we visited, recruiting efforts were timely and SPEDY was well publicized. However, the recruiting emphasis was on in-school youths, and efforts to attract out-of-school youths and Hispanic-Americans were generally limited. In addition, some of the sponsors had difficulty in meeting enrollment goals.

Sponsors did not aggressively recruit all target groups

Besides identifying significant population segments, SPEDY regulations require that sponsors develop outreach and recruiting efforts targeted to all segments of the economically disadvantaged youth population, especially school dropouts, those not likely to return to school without program assistance, and in-school youths facing significant employment barriers relating to work attitude, aptitude, social adjustment, and similar factors.

The program was widely publicized. All seven sponsors used notices at community locations, newspaper announcements, and schools to disseminate information on the program. Most sponsors also used television, radio, and the local employment service to reach area residents.

Publicity aimed at in-school youths appeared to be the most intensive. Schools publicized the program and made applications available at a central location, usually the guidance office. In-school recruiting efforts, however, generally aimed at the general student body and did little to focus on dropout-prone youths or those facing possible employment barriers.

We asked enrollees how they first heard about SPEDY. Over 70 percent learned of SPEDY in school and from friends and relatives. Only about 2 percent first learned of the program through media announcements or at the local employment service office.

Special efforts to recruit out-of-school youths were limited. Only two rural sponsors attempted publicity channels other than through the media, community-based organizations, and employment service offices. Both mailed letters about the program to welfare recipients, and one also mailed announcements to recent high school dropouts.

For one urban sponsor, community-based organizations were responsible for recruiting out-of-school youths in their areas but did not actively seek applications from them. Program publicity for this sponsor generally did not state where applications could be obtained.

For a rural sponsor, officials in charge of recruitment and selection at two employment service offices were not aware that out-of-school youths were eligible. In addition, media publicity was late, limited, and only in English, despite a large Hispanic-American target population.

Two of the three urban sponsors with large Hispanic-American enrollments in 1977 failed to publicize their programs in Spanish.

As previously stated, most sponsors' enrollees were attending school, over one-third were 14 or 15 years old, and only a small percentage were high school dropouts.

Usually applications were easily available and the application period was adequate

At most locations visited, applications were widely available. At one sponsor, public schools made class time available for students to complete and submit applications. Sponsors usually accepted applications for at least a month and often for 2 months. Three of the seven sponsors extended application periods because of low enrollment.

On June 9, 1978, Labor allocated $63 million in supplemental funds nationwide for the 1978 SPEDY. These funds were provided by legislation (Public Law 95-284) signed May 21, 1978, and, according to Labor, were to provide more than 93,000 additional summer jobs for economically disadvantaged youths. Labor distributed these funds without considering sponsors' ability to absorb the additional funding.

Because of their late receipt of supplemental funds, sponsors extended recruiting to get more enrollees to fill the additional positions made available. One sponsor already experiencing enrollment difficulties was strained to obtain more enrollees but, by extending the enrollment period about 1 month, was able to meet its goal 2 working days before the program began. Another sponsor that received added funds was not able to meet increased enrollment goals until the third week of the program.

One urban sponsor that received about $1 million in supplemental funding estimated that $1.5 million of its funds available for 1978 SPEDY will be unexpended as of December 31, 1978. This sponsor also carried over about $99,000 in program funds from 1977 to 1978. Such carryovers are not unusual. In fact, all but 66 of the 447 prime sponsors carried over some 1977 funds into 1978. And 97 carried over at least 10 percent of the prior year's funding.

Differing verification procedures and eligibility criteria used in determining eligibility for SPEDY

SPEDY regulations establish that persons must be economically disadvantaged and a certain age to be eligible for participation. They also require sponsors to describe their process for determining eligibility, including verification methods used. Procedures for verifying that persons were economically disadvantaged differed among sponsors.

The sponsors we visited also used different eligibility criteria, because Labor was late in providing (1) the 1978 SPEDY regulations, which define eligibility and permit the use of two different family income criteria for economically disadvantaged, and (2) the latest family income criteria.

Income data not always verified

SPEDY regulations require sponsors to explain in their plans the process for determining eligibility and the verification methods to be used. But Labor does not specify any particular verification methods.

At the locations visited, sponsors used information provided on SPEDY applications or otherwise obtained during the intake process to determine eligibility. However, the extent to which this information was verified differed. Four sponsors required evidence to support family income or verified welfare status, where applicable; however, one sponsor's subgrantees did not always do this. One sponsor tested data on about 10 percent of the applications after the program began, but the results were not complete. Two sponsors visited did not verify any eligibility information, although a subgrantee of one of them did.

Labor did not specify procedures to be followed in verifying the accuracy of information on applications.

Over the past 4 years, Labor internal auditors have issued many audit reports disclosing significant numbers of ineligible SPEDY participants. Also, a recent report of the Labor internal auditors on the CETA public service employment eligibility determination systems of prime sponsors showed that about 10 percent of program participants were ineligible. Thus, more effective prime sponsor eligibility determination systems are apparently needed.

The CETA Amendments of 1978 require Labor, before approving any future plans, to ensure that prime sponsors have demonstrated a recognizable, proven method of verifying eligibility of all CETA participants. Labor may require that the method be modified or that specific procedures be adopted when necessary. Labor is also required to develop, and inform prime sponsors of, recognizable penalties to be applied when any participant is found to be ineligible.

Differing criteria for determining whether youths were economically disadvantaged

SPEDY regulations for the 1978 program required that, to be eligible for SPEDY, a person must be

--economically disadvantaged,

--14 to 21 years old when beginning participation, and

--a U.S. citizen or resident alien.

Youths were considered economically disadvantaged if they were a member of a family (1) which receives cash welfare payments under a Federal, State, or local welfare program or (2) whose total annual income in relation to family size does not exceed the higher of the poverty level determined in accordance with Office of Management and Budget criteria or 70 percent of the Bureau of Labor Statistics (BLS) lower living standard income level.

In the 1977 program, only the OMB poverty level was used in determining total family income.

The CETA Amendments of 1978 now define an eligible youth for the summer youth program as an economically disadvantaged youth who is (1) either unemployed, underemployed, or in school and (2) either age 16 to 21 inclusive or, if authorized under Labor regulations, age 14 to 15 inclusive.

Seventy percent of the BLS lower living standard income level is usually higher than the OMB poverty level. Consequently, using the 70-percent figure increased the number of youths eligible for the 1978 program. In addition, the lower living standard income level reflects geographic differences in the cost of living, while the OMB poverty level, which includes one amount for farm families and another for nonfarm families, is the same throughout the contiguous United States. Both the OMB and BLS levels are adjusted for family size.

For the 1978 SPEDY program at the sponsors we reviewed, the OMB poverty level for a four-person family was $5,270 for a farm family and $6,200 for a nonfarm family; the comparable BLS 70-percent figure ranged from $7,240 at one rural sponsor to $7,810 at one urban sponsor. Both income criteria are adjusted annually to reflect changes in the Consumer Price Index.

For the 1978 SPEDY, Labor was late in formally notifying sponsors of the current level of the two criteria and of the sponsors' option of using either level. None of the sponsors were formally notified of the new levels until after they began determining enrollee eligibility. One sponsor, which began eligibility determination on May 1, did not get information from Labor showing the up-to-date BLS criteria until June 28. Several other sponsors obtained income criteria from other sources before being formally notified by Labor. For example, one sponsor, which began determining enrollee eligibility in March, obtained BLS data from Labor by telephone in June. Labor did not formally furnish the data to this sponsor until August.

The impact of this late notification varied among sponsors we visited because of the different ways sponsors used the income criteria. Two sponsors visited used the generally lower OMB criteria because they wanted to get the poorest youths into the program. One of them used the 1977 OMB criteria because the 1978 criteria were not yet available.

One sponsor used the 1977 BLS income standard for the 1978 program because it believed that the higher of BLS or OMB should be used, while others apparently considered BLS only as a ceiling in establishing family income criteria.

At two sponsors the late criteria resulted in an increased administrative burden. They used the 1977 BLS income standard and later redetermined eligibility using the 1978 BLS income standard.

At a rural sponsor some locations had a limited number of applicants, and not all positions were filled. The sponsor used the 1977 BLS income standard but did not redetermine eligibility using the more liberal 1978 BLS standard.

Little uniformity in how applicants were selected

After determining which youths were eligible for the program, sponsors then had to select applicants for jobs. SPEDY regulations required that jobs be awarded equitably. In practice, eligible applicants were selected for jobs in many different ways, ranging from a random lottery selection to preselection by work sponsors.

At the sponsors we visited, some selection practices provided for all eligibles being considered for jobs, while others did not.

At four of seven sponsors a lottery, or first-come-first-served basis, was usually established. Two of the four did set some selection priority, such as giving preference to welfare recipients or title I enrollees. One also excluded high school graduates.

Two other sponsors had varying selection procedures because these activities were carried out differently by their subgrantees. At one sponsor, two of three subgrantees we visited accepted enrollees on a first-come-first-served basis. The other subgrantee allowed worksite operators to select enrollees as they chose, which sometimes resulted in selection based on knowledge of the applicant or his family. Another sponsor allowed some worksite operators to preselect up to half their enrollees, with the rest selected randomly. Two other subgrantees were allowed to select as they chose, and they generally did this equitably. One rural sponsor permitted worksites to select from eligible applicants referred to them and also to request specific enrollees.

Youths' interests were usually considered in assigning them to jobs

At the sponsors we visited, enrollee interests were usually considered, where possible, in worksite assignments.

Once applicants are selected, they are assigned to worksites where they are to receive work experience. The procedure for assigning enrollees to worksites varied. One sponsor had a highly centralized system that used computer lists of enrollees' interests and location preferences. For several other sponsors, the enrollees applied at the worksites.

At several sponsors, different assignment methods were used, depending on the type of jobs offered or the subgrantee operating a program. For example, at one large urban sponsor, about half of the youths could select the job they wanted by applying directly to the subgrantee, while the other half were assigned somewhat randomly considering such factors as location. In general, there was an effort to match jobs to enrollees' interests.

We asked enrollees whether they were doing the type of work they asked for. About 70 percent said they were, about 29 percent said they were not, and the rest did not answer.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

The Department of Labor's Summer Program for Economically Disadvantaged Youth is the largest of several programs established by the Congress to provide employment services to youths. SPEDY has an admirable objective to provide youths meaningful work tasks and training to develop their skills and enhance their future employability. But, to be an effective tool to combat the high unemployment rate among disadvantaged youths, particularly inner-city minorities, the program must maintain congressional and public confidence that it is being carried out effectively and as economically as possible.

However, the 1978 SPEDY often did little to provide enrollees with meaningful work experience. Rural sponsors in our review operated generally effective programs, but only about one youth in four at the urban sites visited was exposed to an environment that reasonably resembled the real world of work. The summer youth program in urban areas has apparently not progressed much further than its predecessor, the Neighborhood Youth Corps, which was criticized for being little more than an income maintenance program.

Labor's efforts to assure that State and local governments were operating quality programs were not very successful. Although Labor strengthened regulations, its regional offices did not effectively monitor sponsors to assure that they fulfilled program requirements. The regulations, while providing a framework for operations, do not provide specific guidance to sponsors on how to assess the quality of worksite experience--the core of the program. Prime sponsors also share a large responsibility, as they are directly responsible for managing their programs.

The SPEDY experience for most enrollees at the urban locations visited was not meaningful because the worksites did not provide enough useful work or an environment for developing good work habits, two factors that we consider necessary for a work experience to meet SPEDY objectives. The program's purpose is defeated when youths are paid for doing little or no work or for playing games or when they are paid even though they were late or absent. Poor work habits that are learned or reinforced will offset any benefits received.

Although the immediate causes of problems we observed were too many enrollees or poor supervision, the ultimate responsibility for such shortcomings rests with the sponsors' and Labor's management. Many of the problems should have been prevented by effective selection of worksites or detected by effective monitoring of worksite activities.

Labor's method of funding sponsors, now incorporated in legislation governing SPEDY, may have contributed to worksite quality problems and precluded funds from being allocated equitably. In funding programs, Labor sought to at least maintain the number of enrollee positions a sponsor could offer from year to year without directly considering the needs of the eligible population or the ability of the sponsors to absorb and effectively use the funds.

The funding practices generally provided urban sponsors a greater relative share of the national funds than they would have received under the allocation formula. In addition, the funding procedures do not provide for gradually reducing annual allocations to bring them closer to formula amounts, a feature that is included in the funding procedures for the comprehensive employment and training services program. The funding practices may have generated programs too large to provide enough meaningful work.

In addition, the program may not be serving those most in need of SPEDY services. Although regulations require that emphasis be given to school dropouts, potential dropouts, and others facing employment barriers, most of the sponsors targeted the program to the general in-school population. Participation by out-of-school youths in the program was minimal. In addition, there was significant enrollment of 14- and 15-year-olds, who are seemingly less in need of job preparedness than older youths. Further, sponsors' methods of assuring that only eligible youths were enrolled were varied and sometimes limited.

RECOMMENDATIONS TO THE CONGRESS

There are inevitable problems associated with effective administration of a program which has grown as rapidly as the summer youth program. Consequently, we recommend that the Congress, before considering any expansion of the program, assure itself that the Department of Labor has taken effective corrective actions to improve the quality of the program.

We recognize that inflation and minimum wage rates increase program costs over time. However, based on the observations of our current study, the program as presently operated is generally not giving many youths the type of work experience they need to increase future employability. This is especially true in urban areas. We believe the fiscal year 1978 funding levels are more than sufficient to continue program operations until Labor (1) provides specific guidance to sponsors on how to assess the quality of worksite experience, (2) establishes an effective means of determining whether sponsors are providing meaningful work to enrollees and meeting other program requirements, and (3) develops and proposes to the Congress funding procedures that more adequately consider the needs of the eligible youths and allocate funds to sponsors based on demonstrated success in providing meaningful work.

In the interim, the Congress should consider amending the Comprehensive Employment and Training Act provision for allocating summer youth funds to provide funding procedures similar to those in the act for comprehensive employment and training services programs. The latter funding procedures provide for gradually adjusting annual allocations to bring them closer to formula amounts.

RECOMMENDATIONS TO THE SECRETARY OF LABOR

We recommend that the Secretary of Labor

--provide sponsors with specific guidance on how to assess the quality of worksite experiences, including developing models of work settings that provide the opportunity to develop good work habits and identifying and prohibiting activities that bear no relationship to real work;

--take effective action (1) to improve regional office monitoring of the program to assure that sponsors develop and operate programs that provide meaningful work and (2) to withhold funds from sponsors that have not developed programs meeting requirements;

--develop and propose to the Congress funding procedures that more equitably distribute program funds to the eligible population while also considering sponsors' demonstrated success in past summer youth programs;

- --take effective action to assure that sponsors recruit and increase the participation of out-of-school and other youths who are most in need of program employment and training services; and
- --require sponsors to obtain from applicants adequate evidence supporting eligibility and to verify eligibility.

AGENCY COMMENTS

To meet the reporting deadline established by the Senate Committee on the Budget, we requested that Department of Labor officials meet with us to discuss a draft of this report. The Department's view was that a position regarding the report could not be developed in the very short time frame allowed. As a result, formal Labor Department comments were not considered in the preparation of this report. At the conclusion of our fieldwork, however, we did meet with officials of the Labor regional offices and prime sponsors involved. Their views were considered in the preparation of the report.

CHAPTER 6

SCOPE OF REVIEW

We evaluated the effectiveness of the 1978 summer youth program in providing a meaningful work experience and targeting to disadvantaged areas and groups. The 1978 program was authorized under section 304 of CETA, as amended; the 1978 CETA Amendments now authorize the program under section 481.

We reviewed the legislative history; Department of Labor regulations, policies, and operating procedures; funding and performance data; and evaluation studies related to the summer youth program. Fieldwork was done primarily at Labor's regional offices in Boston, New York, Chicago, and San Francisco and at seven sponsors. Although sponsors' program periods varied, our fieldwork generally covered their activities during March through September 1978.

We selected sponsors of various sizes located across the country. Sponsors reviewed included.

--two large cities (Chicago and Los Angeles);

--two medium-size cities (Newark, New Jersey, and New Haven, Connecticut); and

--three rural areas (Central Arizona Association of Governments (CAAG); Tri-Town, Rhode Island; and Ulster County, New York).

Chicago, Los Angeles, Newark, and Ulster County are prime sponsors, receiving funds directly from Labor. Chicago operated its program through seven subgrantees. We reviewed activities at worksites operated by three of these. In Los Angeles, we visited worksites operated by the city and two of its five subgrantees. Newark operated worksites directly and through one subgrantee. We visited only city-operated worksites, since these represented more than 90 percent of the total enrollment. In Ulster, we reviewed the activities of the sole subgrantee responsible for all program operations.

New Haven is the largest of a combination of local government units that make up the New Haven Consortium prime sponsor. We selected only New Haven for review to concentrate our efforts on an urban location.

The Central Arizona Association of Governments and Tri-Town are each a regional group of local governments and are subgrantees of their State prime sponsor. We selected CAAG and Tri-Town only in order to limit our work to specific rural locations.

In this report we refer to all seven locations reviewed as "sponsors."

At the sponsors visited, we interviewed sponsor and subgrantee/work-sponsor representatives, examined sponsors' plans to implement the 1978 SPEDY, reviewed enrollee recruiting and application processes, and selectively checked the sponsors' eligibility determination procedures.

To determine what SPEDY enrollees were doing and whether worksites provided meaningful work experience, we visited selected SPEDY worksites of the sponsors in our review. Some of these sites were operated directly by the sponsors, while others were operated by organizations under agreement with sponsors.

The worksites visited were selected to provide a variety of work experiences (according to worksite plans) and to include different types of worksite operators, including government agencies, community-based organizations, civic or religious groups, and other nonprofit organizations.

Our visits to worksites, which were usually unannounced, included indepth interviews with supervisors and enrollees. Whenever possible we visited sites at starting times to observe attendance procedures. We recorded our worksite observations using pro-forma data collection instruments to insure consistent evaluation results. Our interviews were also recorded on pro-forma documents. We used automatic data processing techniques to tabulate and analyze the results.

We visited 230 worksites (173 urban and 57 rural) and talked with 224 supervisors and 1,008 enrollees. The numbers of worksites visited and enrollees interviewed compared to all worksites and their enrollment for each sponsor in our review are shown on the following page.

Sponsor	Worksites		Enrollee universe	Sites visited	
	Total	Visited		Total enrollment	Enrollees interviewed
Urban:					
Chicago	1,850	43	47,731	2,082	210
Los Angeles	2,252	45	16,715	875	226
New Haven	230	45	3,212	604	189
Newark	446	40	7,719	2,337	187
	4,778	173	75,377	5,898	812
Rural:					
CAAG	145	23	436	120	70
Tri-Town	37	16	222	168	76
Ulster County	163	18	452	71	50
	345	57	1,110	359	196
Total	5,123	230	76,487	6,257	1,008

The number of enrollees assigned to urban sites visited ranged from 1 to 260; the number assigned to rural sites ranged from 1 to 30.

We also made selected tests of sponsor payroll procedures to see whether enrollees were paid for days of absence, and we inquired about the development and monitoring of worksite activity by sponsors and Labor.

MINIMALLY ACCEPTABLE WORKSITES AND ENROLLEES ASSIGNED COMPARED TO ALL WORKSITES VISITED AND THEIR ENROLLMENT

BY SPONSOR

	Sites			Enrollees assigned		
		Minimally acceptable			At minimally acceptable sites	
Sponsor	Visited	Number	Percent	At all sites visited	Number	Percent
Urban:						
Chicago	43	15	35	2,082	706	34
Los Angeles	45	28	62	875	495	57
New Haven	45	20	44	604	184	30
Newark	40	7	18	2,337	183	8
	173	70	40	5,898	1,568	27
Rural:						
CAAG	23	18	78	120	97	81
Tri-Town	16	13	81	168	137	82
Ulster	18	14	78	71	46	65
	57	45	79	359	280	78
Total	230	115	50	6,257	1,848	30

WORKSITES PROVIDING ENOUGH USEFUL WORK AND ENROLLEES ASSIGNED COMPARED TO ALL WORKSITES VISITED AND THEIR ENROLLMENT BY SPONSOR

Sponsor	Sites			Enrollees assigned		
	Visited	Providing enough useful work Number	Providing enough useful work Percent	At all sites visited	At sites with enough useful work Number	At sites with enough useful work Percent
Urban:						
Chicago	43	29	67	2,082	1,361	65
Los Angeles	45	31	69	875	519	59
New Haven	45	29	64	604	283	47
Newark	40	8	20	2,337	192	8
	173	97	56	5,898	2,355	40
Rural:						
CAAG	23	19	83	120	101	84
Tri-Town	16	15	94	168	155	92
Ulster	18	17	94	71	64	90
	57	51	89	359	320	89
Total	230	148	64	6,257	2,675	43

WORKSITES AND ENROLLEES ASSIGNED WITH SUPERVISION WHICH PROVIDED OPPORTUNITY TO DEVELOP GOOD WORK HABITS COMPARED TO ALL WORKSITES VISITED AND THEIR ENROLLMENT

BY SPONSOR

	Sites			Enrollees assigned		
		Providing good work habits			At good work habit sites	
Sponsor	Visited	Number	Percent	At all sites visited	Number	Percent
Urban:						
Chicago	43	21	49	2,082	1,133	54
Los Angeles	45	31	69	875	581	66
New Haven	45	28	62	604	338	56
Newark	40	12	30	2,337	520	22
	173	92	53	5,898	2,572	44
Rural:						
CAAG	23	20	87	120	111	92
Tri-Town	16	14	88	168	150	89
Ulster	18	14	78	71	46	65
	57	48	84	359	307	86
Total	230	140	61	6,257	2,879	46

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Comments on the General Accounting Office Draft Report, "More Effective Management Is Needed to Improve the Quality of the Summer Youth Employment Program"

Office of Youth Programs
February 12, 1979

The General Accounting Office's draft report "More Effective Management is Needed to Improve the Quality of the Summer Youth Employment Program" identifies shortcomings in the 1978 Summer Program for Economically Disadvantaged Youth (SPEDY) which has been renamed SYEP). The Office of Youth Programs agrees that there is substantial room for improvement and has made a concerted effort over the last eighteen months to promote more intensive monitoring and oversight, better planning, increased worksight supervision and productivity, expanded linkages to year-round activities, and enrichment of summer work experiences. However, there are significant and critical disagreements with findings, methodology and conclusions:

First, the Office of Youth Programs believes, based on a range of analyses of 1978 SPEDY and an examination of the GAO methodology, that the report seriously overstates the nationwide incidence of problems and the proportion of summer participants who are affected.

Second, the report calls for steps to be taken to improve the program yet does not recognize the wide-ranging regulatory, administrative, evaluative, demonstration and technical assistance measures completed or initiated in the last 18 months.

Third, the report does not seek to, nor does it, assess the changes in performance from year to year; it ignores evidence that improvements in fact occurred in the 1978 program and that the steps taken in the last 18 months should lead to further improvement in fiscal 1979.

Fourth, the report contains implicit assumptions and expectations about management and social system change which are unrealistic.

Fifth, with its focus on problem identification, the report almost totally ignores the positive impacts of the program in providing constructive options to youth most in need.

1. Overstatement of the Problems

The GAO report states that only "Half of the worksites visited met GAO's minimum standards for providing a meaningful work experience. More important, these sites included only 30 percent of the enrollees assigned to all sites visited." It is suggested that a balance of large cities, medium cities, and rural areas have been reviewed. Without a specific disclaimer, one might assume that the results can be generalized for the Nation, the recommendations are, in fact, based on this assumption. Nothing could be further from the truth. Only 36 percent of all SPEDY resources in fiscal 1978 went to prime sponsors (excluding balance-of-State primes) who received more than New Haven, the "medium" sized site in the GAO sample with the smaller allocation. Among this 36 percent, many were consortia with rural, urban and suburban segments. If the "rural" sites are given a 64 percent weight and the "urban" sites are given a 36 percent weight, it could be projected that 65 percent rather than 50 percent of the sites, 60 percent rather than 30 percent of enrollees were "minimally acceptable" by GAO's definition.

Alternatively, the stratification might include Chicago, Los Angeles, and Newark as the large areas and New Haven among the remainder (since New Haven received roughly a third the allocation of Newark). Only 19 percent of all SPEDY resources in fiscal 1978 went to prime sponsors (excluding balance-of-State primes) who received more than Newark. It would, then, be projected that 60 percent rather than 50 percent of the sites are acceptable, and 44 percent of enrollees would be in acceptable assignments rather than 30.

The same stratification could be carried further. For instance, Los Angeles, with two and one-half times the funding of Newark, has only a fourth as many enrollees whose worksite were evaluated by GAO; in other words, the evaluation clearly oversampled in the site where there were obviously the greatest problems. If the four urban areas in the sample are weighted according to their actual enrollments, the percent of enrollees, at minimal acceptable sites in urban areas would be 37 rather than 27 percent.

Clearly, any reasonable national conclusions would have to include some suburban and county consortia, and any reasonable weight would suggest a much less dismal picture than projected by GAO.

There are legitimate reasons also to question the GAO definition and procedures for rating sites as minimally acceptable or unacceptable, as well as the implication that all youth in sites adjudged subminimum in fact receive a subminimum work experience. The absence of adequate work or supervision at a worksite at the time of the GAO visit does not necessarily mean that all participants at which is judged a "subminimum" worksite are receiving a negative work experience. For instance, troublemakers may be left alone in order to concentrate supervision on the more dedicated youth. An observer would find some youth unoccupied or absent and they would not benefit; they might be better off if terminated; yet the majority of youth at the site might have a very constructive experience with focused supervision.

Because supervision is lax at the point in time of the visit does not mean it is lax at all times. For instance, a regular supervisor might be absent or on personal business. This might account for say 10 percent unsupervised time during the course of the summer, which might be reasonable. A random distribution would find 10 percent of sites in the same status on any given day and would count these as subminimum. Likewise, in most group activities such as construction work, there is always "downtime" waiting for materials, or loafing when the supervisor is called off the site. The issue is what a reasonable percentage might be and this can only be judged by a series of visits to the same site.

The standard for "enough useful work" is reasonably objective; the standard for "developing good work habits" is largely subjective. It is also a catch-all category. The more the dimensions for counting a site as subminimum, the greater the percentage likely to be found this way; the more subjective the criterion, the more likely that those assigned to find shortcomings will, in fact, discover them. A worksite might be judged subminimum if there is a behavior problem unresolved at the time of the visit, if some youths come in late, or if the supervisor does not impress the reviewer as adequately disciplinarian. There is no objective measure of the seriousness of these problems only that one or more has occurred. The objective measures such as the "useful work" standard alone yield a much higher estimate of the number of youth in above-minimum sites. Weighting the figures by the urban/nonurban representation under SPEDY would suggest that 71 percent of youth are in sites with enough useful work; disregarding Newark which has obvious problems, the figures rises to 79 percent.

This analysis is not to gainsay that problems exist which are quite serious, or that there is substantial room for improvement. It makes clear, however, that the GAO methodology consciously exaggerates the scale of the problem in every way possible.

2. Measures to Improve the Summer Program.

The General Accounting Office recommends "that the Congress, before considering any increase in the size of the program, assure itself that the Department of Labor has taken effective corrective actions to improve the quality of the summer youth program." However, the report fails to identify in a clear fashion the measures which have already been implemented or are planned to improve the program--many of them based on previous GAO recommendations:

a. Regulations Changes

The regulations for the summer program were substantially redrafted in both fiscal 1977 and fiscal 1978 to improve performance. The 1977 regulations changes were as follows:

(1) Expenditures for year-round planning were authorized for the first time.

(2) A Youth Planning Council was required for each prime sponsor to review summer plans.

(3) Labor market orientation, remedial education and training were specifically authorized and encouraged.

(4) Vocational Exploration Programs in the private sector were authorized for prime sponsors.

(5) Significant segments specification was required for the first time in the youth plan.

(6) Unspent funds from previous years were subtracted from prime sponsor allocations in order to discourage continuing carryover.

(7) Provision was made for the use of alternate sponsors in the case of poor performance.

(8) Written worksite agreements were required covering supervision and accountability.

(9) Prime sponsors were required for the first time to establish procedures for monitoring worksites.

The 1978 regulations changes were as follows:

(1) Coordination was required between Title I, (now II) YETP, YCCIP and Summer Programs. Intertitle transfers were simplified.

(2) Prime sponsors were required to serve significant segments among eligible youth on an equitable basis.

(3) Linkages were encouraged to provide academic credit for work experience.

(4) Labor market orientation was required for all participants.

(5) Administrative provisions were tightened to require in the selection of subgrantees consideration of previous performance, financial management capability, the qualifications and backgrounds of persons with operational and fiscal responsibilities, performance under other Federal programs, and the provision of training for personnel. Each prime sponsor was required to have an updated list of worksites and to monitor worksites to assure meaningful work, attendance and the like.

(6) Provision was made for the immediate termination of subgrants or contracts upon the Secretary's determination of "good cause."

b. Grant Applications and Plans

The prime sponsor grant application requirements for the 1978 summer program were expanded in order to assist in meeting these regulations.

(1) The methods, procedures, and standards used to make worksite selections had to be specified including the items covered in worksite agreements.

(2) The use of previous summer program analyses in planning for 1978 was required.

(3) The role of the youth councils in review and development of plans had to be described.

(4) Recruitment procedures for dropouts and dropout prone youth had to be specified, as well as plans for intertitle transfers.

(5) Labor market orientation arrangements had to be specified.

(6) A detailed description of monitoring procedures required along with proposed timeframes and number of visits to each worksite.

(7) Assurances were required that the prime sponsor have on file worksite agreements, lists of officers of subgrantees, and any performance information on subgrantees.

c. Monitoring

The regional offices of Department of Labor were required to monitor each prime sponsor's summer program three times over the course of the summer. There had been no national requirements for monitoring in previous years. A monitoring guide was prepared which directed regional staff to monitor several worksites in each prime sponsor area in order to check the prime sponsor's monitoring activities. A sample of youth were also to be interviewed. The prime sponsors were required to monitor a sample of worksites for each subgrantee and were encouraged to monitor all worksites. Additionally, the various evaluations commissioned by the national office monitored worksites in 57 prime sponsor areas.

The concept was that subgrantees have contractual or grant responsibilities to monitor every worksite and to assure their quality, that prime sponsors should have a plan for monitoring all subgrantees, that regions would check that prime sponsors have, indeed fulfilled their mission, and that the national efforts would check on performance at all other levels. Across the board, this represented more monitoring than had ever occurred in the past.

d. Technical Assistance

(1) Prior to the 1978 program, a guide was provided to prime sponsors detailing the elements of quality worksites. (Youth Serving the Community: Realistic Public Service Roles for Young Workers. Office of Youth Programs. March 1978.)

(2) A study of 1978 worksites was undertaken to identify the success elements. This study is being distributed to prime sponsors. (A Report on Worksite and Other Activities Under the Summer

Program for Economically Disadvantaged Youth (SPEDY). Office of Youth Programs. October 1978)

(3) Four prime sponsors with effective programs were commissioned to develop how-to-do-it guides for other prime sponsors based upon their 1978 summer program experience. These four monographs have been combined and are being distributed to prime sponsors. (Summer Program for Economically Disadvantaged Youth (SPEDY) Monographs of 1978. Office of Youth Programs. December 1978).

(4) Four conferences were held from mid-October into the first week of November 1978 bringing together prime sponsor staffs responsible for administering SPEDY with the theme of Perfecting Operations Through Sharing Experiences. This was the first set of meetings ever of summer program administrators. A conference report was prepared and distributed to all prime sponsors providing information on exemplary practices throughout the country. (Summary Conference Report on Summer Programs for Economic Disadvantaged Youth (SPEDY). Office of Youth Programs. February 1979).

(5) A comprehensive set of all OYP evaluations and technical assistance materials, including the GAO report, are being prepared for distribution to prime sponsors in mid-March.

(6) A film entitled Somewhere to Go was prepared by the Office of Youth Programs to guide prime sponsors on the aspects of quality summer programs. This can be used to train staffs and worksite supervisors. Copies are being distributed to all prime sponsors.

e. Evaluations

(1) A Report on Worksite and Other Activities Under the Summer Program for Economically Disadvantaged Youth by MDC, Inc., reflects the findings of a survey of 96 worksites in nine prime sponsorships. The report assesses the quality and characteristics of work as well as the elements in successful worksites.

(2) A Preliminary Report of the Interactions of YEDPA and the 1978 SPEDY presents selected findings of the National Council on Employment Policy's ongoing evaluation of YEDPA and youth programs in 37 CETA prime sponsorships around the country.

(3) A Study of the 1978 New York City Summer Youth Employment Programs is based on an assessment of the city's 1978 program by the National Child Labor Committee and indicates the difficulties and successes of the city in trying to drastically modify and improve its program.

(4) A Pilot Study of the Value of Output of Youth Employment Programs prepared by Mathematica Policy Research Inc., presents estimates of the value of output produced by youth employment program participants in 42 projects including 9 SPEDY projects.

(5) Analysis of Summer Youth Program Resource Allocations prepared by the Office of Policy, Evaluation and Research explores the consequences of alternative summer youth allocation formulae.

(6) Report on the Summer Program for Economically Disadvantaged Youth prepared by the Office of Youth Programs presents the findings of an in-house assessment of the planning and operations of the SPEDY program in 11 prime sponsor areas.

(7) Analysis of 1978 SPEDY Plans by Jeffrey Holmes ~~and Howard Hallman assesses~~ the grant applications of a stratified sample of 51 prime sponsors to determine their response to new regulatory mandates.

(8) SPEDY - Program Adjustment to Proposition Thirteen by Eight California Prime Sponsors by Robert Singleton examines the effect of cutbacks in State and local resources supporting the SPEDY program.

f. Demonstration Activities

(1) The Vocational Exploration Program operated by the AFL-CIO's Human Resource Development Institute and the National Alliance of Business was continued in fiscal 1978. A rigorous assessment based on pre and post testing of 4863 VEP participants and 1591 SPEDY participants was carried out to compare VEP's and SPEDY's impacts on the attitudes of participants, their knowledge of the world of work, and their

sex-role perceptions. (Interim Report on Analysis of Cognitive and Attitudinal Change Among VEP and SPEDY Enrollees, Office of Youth Programs. February 1979 and Memorandum on Attitudinal Change Among VEP and SPEDY Enrollees During the 1978 Summer Program Effort. Office of Youth Programs, February 1979.)

(2) A special VEP component with over 1500 participants was implemented to focus on the needs of handicapped youth and ex-offenders and on placements in non-stereotypical jobs. The aim was to identify the special problems of dealing with this group. (Vocational Exploration Program Final Report Human Resources Development Institute and National Alliance of Business, February 1978).

(3) An interagency HEW/DOL demonstration program providing part-time summer jobs to Upward Bound participants is being developed for 1979 to determine whether jobs can aid in attracting and retaining participants so that they will continue on to college.

(4) A year-round VEP's demonstration has been developed in 16 prime sponsors areas for the 1979 summer to test different approaches and the relative impacts of both summer and full-time components.

(5) A demonstration project has been developed for fiscal 1979 which combines year-round and summer discretionary funds in grants to Community Development Corporations in order to explore the feasibility of year-round projects planned specifically to provide a base for expansion during the summer months, using the year-round employees to aid in the supervision of summer enrollees, in order to improve management.

(6) A joint CSA/DOL Demonstration in conjunction with five major national unions including the NFL Players Association and the American Federation of Teachers will use SPEDY and CSA summer reaction funds to test the feasibility and motivational impacts of a "camp" approach combining athletics and career education for participants drawn from SPEDY for a week's enrollment as a motivational device. Participants will not be paid for the recreational components.

(7) Demonstrations are being developed with three national community based organizations. Each will have multiple sites and will explore different aspects of the summer program. One will emphasize treatment of dropouts and potential dropouts with careful tests of impacts on return to school. A second will concentrate on offenders to determine in a rigorous way whether juvenile delinquency can be reduced over the summer. A third will focus on the use of summer employment as a transitional tool, emphasizing services to dropouts and recent graduates rather than high school students.

(8) A large-scale Consolidated Youth Employment Demonstration will in ten prime sponsor areas integrate summer youth, YETP and YCCIP funds in order to test year-round programming for youth (*A Concept Paper on the Consolidated Youth Employment Program*, Office of Youth Programs Report No. 22. February 1979).

3. Improvements are Underway

The General Accounting Office analysis does not seek to determine whether the 1978 summer program was an improvement upon previous operations. Many of the problems noted in the 1978 program were the same as in previous years, but the crucial issue is whether the incidence and severity of such problems is diminishing or increasing.

Other evaluations commissioned in the last year by the Department of Labor note problems similar to (although hardly as severe as) those in the GAO report, but they also find evidence of improvement. A series of case studies of YEDPA and other youth programs in 37 CETA prime sponsorships under the direction of the National Council on Employment Policy reached the following conclusion:

"YEDPA changed in a number of ways the landscape in which SPEDY had been operating. The Office of Youth Programs, charged with administering SPEDY as well as YEDPA for the Department of Labor, also concentrated more attention at the national level on programmatic aspects of SPEDY. The tandem forces of YEDPA - more local youth programming thanks to YEDPA and a greater inclination at the national level to deploy SPEDY as one part of an overall youth policy - created a climate and provided direction for changing the character of local SPEDY operations. In fact, there is some evidence from our review of local youth programs that in 1978 SPEDY was different from and better than earlier summer youth programs."

An intensive study of worksites in nine prime sponsor areas by MDC, Inc., concluded, after noting some of the problems, that:

> "Despite all this, it isn't possible to say that SPEDY is unaffected by the new youth initiatives represented by YEDPA. Some of the "design features can be detected here and there in SPEDY as evidence of a new reaching out."

A two-stage in-house review of 11 prime sponsors by staff of the Office of Youth Programs found evidence that planning was occurring earlier than in previous years, that more staff had been hired to handle the program at the local level, that worksite agreements were developed, frequently for the first time, and that prime sponsors were putting greater emphasis on monitoring and evaluation.

The changes in fiscal 1978 mainly reflected the change in 1977 regulations allowing year-round planning and promoting enrichment. Prime sponsor monitoring procedures were strengthened in response to the 1978 summer regulations, but these came out too late to permit major alterations in services. The effect of monitoring of performance should be apparent in the fiscal 1979 summer program when the worksites are selected. Likewise, the national conferences, the evaluations and the technical assistance materials prepared by the Office of Youth Programs have focused on improving on the 1978 experience and will have their impact on the 1979 program.

In other words, there is evidence of some improvement between the 1977 and 1978 summer programs, giving reason to believe that the measures which have been taken will further improve the program in 1979. Without exaggerating the pace of change, the summer program is clearly not stagnant and it is moving in the desired directions.

4. Reasonable Expectations

a. The GAO report reflects a certain lack of realism about management potential and the opportunities for rapid social system change. The report claims that "We found limited monitoring activities by the Labor regions in sponsors we visited. In some cases, Labor relied on sponsors' monitoring. We were told by Labor regional representatives that the reason was a lack of personnel." The report fails to note that three monitoring visits were required of regional offices in fiscal 1978 where there was no requirement previously. The report then goes on to site a case where the regional officials visited only 7 of 163 worksites in one prime sponsorship or only 4 percent of all worksites. It might be noted that in its own evaluation, GAO evaluated less than 2 percent of the sites in the city of Los Angeles. The total person-days for the national office review of 11 primes and six worksites in each of these primes, for developing of an instrument, training and report synthesis, was 255 person-days. There is no way the 381 federal representatives in the regions could devote more than a few days at each site for a program that represents less than a tenth of their responsibilities in dollar value and for which field work can be only a part of their activities. It is completely appropriate and necessary that the Federal representative only review the prime sponsor monitoring system, with spot checks of worksites as part of this review, rather than assessing all worksites or evan a majority of worksites.

b. The summer program has been operating for many years, but it was not until the creation of an Office of Youth Programs in July 1977 that it was given a great deal of attention. The regulations and grant packages were redeveloped to address issues of monitoring, worksite activity, enrichment and integration with other programs. Extensive evaluations were undertaken for the first time to find out what was and was not working so that administrative changes could be made. A demonstration program was mounted to deal with special target groups -- ex-offenders and handicapped youth. A range of technical assistance materials were then prepared based on the 1978 summer program. Numerous demonstration programs were developed for 1979 to carefully test alternative approaches.

It is totally unrealistic to expect that the 1978 summer program would change dramatically from previous years. The new regulations and grant packages were not available until the last minute. The possibility for mid-program corrections is very limited in a 10-week program, certainly so in terms of regional office initiated alterations in prime sponsor activities. The issue is whether bad worksites are identified and eliminated the next year, and whether monitoring system problems are identified and then corrected in the next year's plan. For instance, the 1978 summer is the first year in which the monitoring systems had to be described in detail in plans and the first year in which the systems were carefully reviewed by regional staffs. One would not expect changes to occur until the fiscal 1979 summer. The increased technical assistance efforts such as the nationwide conferences were not until after the 1978 summer.

There are also questions about how rapidly a program such as SPEDY can be altered. There are so many decisionmakers involved for such a short period, that change must be a steady, iterative process. The case study of New York City's experience in 1978 where massive changes were attempted suggests that a steady course is necessary rather than dramatic year-to-year changes in approach. (A Study of the 1978 New York City Summer Youth Employment Programs. National Child Labor Committee.)

c. The Department of Labor is blamed for utilizing an inadequate allocation formula in fiscal 1978. It is important to note that Congress put the same formula into law in reauthorizing CETA. It is perhaps misguided to blame an administrative agent for following the intent of Congress. Each year, including 1978, alternative distributions are considered. Reports are available in DOL and have been shared with the Office of Management and Budget. If the aim is to target resources on central city and poverty areas, the hold-harmless approach tends to do this because the summer program in the 1960's was targeted to these areas. Put another way, the hold-harmless tends to allocate on intensity of need rather than simply incidence. The customary complaint in the hold-harmless also makes sense programatically because fluctuations in summer program levels are a major source of poor performance. Moreover, the data for achieving greater equity in disbribution are not very accurate for youth in general but for summer youth needs in particular. GAO suggests that funds should be allocated in recognition of performance, cutting areas with intensive funding created by the hold-harmless. The more reasonable principle is to distribute by a congressionally determined needs fomula, and then to reallocate where there is poor performance. The law provides for timely reallocation. It would be difficult to argue with Los Angeles that it should receive a lesser initial allocation because Newark, which is also rewarded by the hold-harmless, does not perform nearly as well. Suffice it to say, it is up to Congress to determine the allocation formula.

d. In the ideal summer program, 100 percent of worksites would provide meaningful work and training and would have charismatic, firm and instructive supervisors. In the real world, this is not possible. In any distribution of private or public sector worksites, there are a percentage of very productive job situations as well as less productive ones, of good supervisions and bad. Providing a large number of seasonal jobs and hiring the least employable segment of the labor market, it is to be reasonably expected that this percentage will be somewhat higher. Even if problem worksites are eliminated from year to year, other ones may change supervisors or workloads and may become less effective the following year, so that it may never be possible to achieve 100 percent quality sites. The GAO report provides no baseline or standard as to what would be "good" or "fair" as opposed to "poor" performance. If a 20 percent target of "subminimum" worksites were considered reasonable, then the program nationwide might not be far from this (if the skewed distribution of sites in the GAO report is considered.) One interpretation of the same evidence might be that in the preponderance of cases, a reasonable program is being operated and that the deficiencies are concentrated in a few large urban areas where corrective actions are needed rather than programwide changes.

5. Weighing Benefits Against Shortcomings

To say that a program does not operate as effectively as it could or should does not mean that the program is ineffective. The types of problems surfaced (albeit exaggerated) in the GAO report must be one factor in the consideration of the overall value of a program. For instance, a worksite might only have enough work to keep participants busy 70 percent of the time with the remainder spent on recreation. It would be better to have 100 percent of the time spent on work, but the 70 percent may still yield positive employability development, productive output, income maintenance, and alternatives to unstructured idleness. The issue is whether, on the balance, the program is positive or negative for participants and society. This must be considered along with the issue as to whether corrective actions are being taken.

Evidence suggests that the summer employment experience has very modest impacts on attitudes toward and cognitions about the world or work, individual self-esteem, the value of education and career and life expectations. (Interim Report on Analysis of Cognitive and Attitudinal Change Among VEP and SPEDY Enrollees, Office of Youth Programs Report Number 25. February 1979.) The evidence is also limited concerning the impacts on criminal behavior, although that which exists suggests that there is a positive effect. On the other hand, assessments of participants suggest that they are overwhelmingly positive about the summer experience. More careful evaluation is needed to discern impacts on future employability, school completion and the like. A comprehensive impact evaluation is currently planned for fiscal 1979.

The evidence is unequivocal, however, that the summer program is critically important as an employment source for disadvantaged and minority youth. In July of 1978, over two-fifths of employed nonwhite 14-19 year-olds worked in SPEDY. The employment/population ratio of nonwhite youths was 61 percent that of whites as measured by the Current Population Survey; it would have been only 36 percent if the SPEDY jobs held by nonwhites and whites were subtracted. Moreover, summer private sector employment has declined for nonwhites relative to whites by a rather alarming amount over the last decade, and the summer youth program has been the major element making up the difference.

For years, the summer program has been accepted by Congress as an income transfer program. Although both the Administration and Congress are both dedicated to making it much more, the income maintenance effects should not be forgotten in an overall assessment of the value of the program.

SPEDY served almost exclusively youth from low income and poor families. Viewed in terms of its income transfer effects, it had a high degree of target efficiency as well as a significant impact on the well-being of recipients. The poverty threshhold for a nonpoor family of four in 1978 was $6200. For 28 hours work weekly over 10 weeks, the typical participant would earn $740 which would represent a ninth of the poverty threshhold for a nonurban family of four. The income deficit for families in poverty averages a little over $200, so that the summer income can do much to make up the gap to meet minimum needs. From another perspective, the summer program income equals about one-fifth of the average earned income of families in poverty. These substantial employment and income maintenance effects of the program should certainly be considered in any decision regarding the appropriate levels of the summer program.

U.S. DEPARTMENT OF LABOR
EMPLOYMENT AND TRAINING ADMINISTRATION
WASHINGTON, D.C. 20213

22 FEB 1979

MEMORANDUM FOR: HARRIET MICHEL

FROM: ROBERT TAGGART

SUBJECT: Reexamination of Summer Program Evaluation

In the case studies of SPEDY operations in fiscal 1978, staff of the Office of Community Youth Employment Programs visited 57 worksites in 10 prime sponsor areas. The aim was to identify problems and exemplary practices, and to get a sense of program operations. Although a sophisticated interview format was developed, there was no attempt to quantify the findings to determine the percentage of "adequate" or "inadequate" work settings because this is necessarily a subjective judgment.

The General Accounting Office has just completed its study of the summer program. It utilized a two part definition of minimally adequate worksites and concluded from its findings that as many as seven of ten participants are in sites which do not meet their standards of minimal adequacy.

The report prepared by the field review teams of the Office of Community Youth Employment Programs suggests that most sites visited provided reasonably productive and supervised work or training experience. The report cited problems and recommended corrective actions, but did not suggest that the shortcomings were as pervasive as the GAO Report indicates. There was, however, no quantification of the findings in the OCYEP study.

It is critically important for Congress to know whether 70 percent or a substantially lesser percentage of work and training sites are inadequate. Even though there are questions concerning the GAO definitions and their application, the application of some standard and the quantification is desired by policymakers.

In the OCYEP files are site visit reports. The OCYEP staff conducted the visits. It should be possible, then, to simulate the GAO methodology to determine whether in quantitative terms the OCYEP findings differ from those of GAO. It is recognized that this is an internal Office of Youth Programs effort and Congress will consider any potential bias in weighing the evidence, although it will recognize that the findings of the earlier report appear to be objective and hard-hitting. It is also recognized that the quantification is a reconstruction of the evidence. Even with these considerations, it will provide another perspective which is useful.

Worksite Analysis

As part of its review of the SPEDY program, staff of the Office of Community Youth Employment Programs (OCYEP) visited 57 worksites in 10 prime sponsor areas during the summer of 1978. Applying the same methodology and criteria used by the General Accounting Office (GAO) in its SPEDY study, while acknowledging its deficiencies, the attached tables represent a rather startling contrast to the GAO findings. A total of 82 percent of the worksites visited were judged minimally acceptable by GAO's definition. These sites, furthermore, accounted for nearly 85 percent of all the enrollees assigned at the sites visited. Fully 94 percent of the enrollees were assigned to worksites where "enough useful work" was being performed and 90 percent were assigned with supervision that provided them with the opportunity to develop good work habits.

Table I

MINIMALLY ACCEPTABLE WORKSITES AND ENROLLEES ASSIGNED COMPARED TO ALL WORKSITES VISITED AND THEIR ENROLLMENT BY SPONSOR

Sponsor	Sites			Enrollees assigned		
		Minimally acceptable			At minimally acceptable sites	
	Visited	Number	Percent	At all sites visited	Number	Percent
Urban						
Bal. of State Massachusetts	9	6	67	135	100	74
Mercer Co., N.J.	4	3	75	46	34	74
Washington Co., Pennsylvania	4	3	75	40	20	50
Durham Cons., N.C.	4	3	75	120	100	83
Oakland Co. MI	5	4	80	44	38	86
Duluth, MN	5	4	80	70	58	83
Kansas City, MO	5	5	100	111	111	100
Denver, CO	3	2	67	86	54	63
Inland Cons., California	5	5	100	201	201	100
Total	44	35	80	853	716	84
Rural						
Inland Cons., CA	4	4	100	14	14	100
Jackson/Josephine, Oregon	9	8	89	104	98	94
Total	13	12	92	118	112	95
Total	57	47	82	971	828	85

Table II

WORKSITES PROVIDING ENOUGH USEFUL WORK AND ENROLLEES ASSIGNED COMPARED TO ALL WORKSITES VISITED AND THEIR ENROLLMENT BY SPONSOR

	Sites			Enrollees Assigned		
		Providing enough useful work			At sites with enough useful work	
Sponsor	Visited	Number	Percent	At all sites visited	Number	Percent
Urban						
Bal. of State Massachusetts	9	8	67	135	125	93
Mercer Co., NJ	4	3	75	46	34	74
Washington, Co., Pennsylvania	4	4	100	40	40	100
Durham Cons. NC	4	3	75	120	100	83
Oakland Co., MI	5	5	100	44	44	100
Duluth, MN	5	4	80	70	58	83
Kansas City, MO	5	5	100	111	111	100
Denver, CO	3	3	100	86	86	100
Inland Cons., California	5	5	100	201	201	100
Total	44	40	91	853	799	94
Rural						
Inland Cons., California	4	4	100	14	14	100
Jackson/Josephine	9	8	89	104	98	94
Total	13	12	92	118	112	95
Total	57	52	91	971	911	94

Table III

WORKSITES AND ENROLLEES ASSIGNED WITH SUPERVISION WHICH PROVIDED OPPORTUNITY TO DEVELOP GOOD WORK HABITS COMPARED TO ALL WORKSITES VISITED AND THEIR ENROLLMENT BY SPONSOR

	Sites			Enrollees assigned		
		Providing good work habits		At all sites visited	At good work habit sites	
Sponsor	Visited	Number	Percent		Number	Percent
Urban						
Bal. of State Massachusetts	9	6	89	135	100	74
Mercer Co., NJ	4	4	100	46	46	100
Washington Co., Pennsylvania	4	3	75	40	20	50
Durham Cons., NC	4	4	100	120	120	100
Oakland Co., MI	5	4	80	44	38	86
Duluth, MN	5	5	100	70	70	100
Kansas City, MO	5	5	100	111	111	100
Denver CO	3	2	67	86	54	63
Inland Cons., California	5	5	100	201	201	100
Total	44	38	86	853	760	89
Rural						
Inland Cons., California	4	4	100	14	14	100
Jackson/Josephine	9	8	89	104	98	94
Total	13	12	92	118	112	95
Total	57	50	88	971	872	90

U.S. DEPARTMENT OF LABOR
EMPLOYMENT AND TRAINING ADMINISTRATION
WASHINGTON, D.C. 20213

February 23, 1979

MEMORANDUM FOR: R.C. SMITH
GARY LACEY
MDC, Inc.

FROM: ROBERT TAGGART
Administrator
Office of Youth Programs

SUBJECT: Reexamination of Summer
Program Evaluation

In your careful review of 96 summer 1978 worksites in 9 prime sponsor areas, the aim was to identify problems and exemplary practices, and to get a sense of program operations. There was no attempt to quantify the findings to determine the percentage of "adequate" or "inadequate" work settings because this is necessarily a subjective judgment.

The General Accounting Office has just completed its study of the summer program. It utilized a two-part definition of minimally adequate worksites and concluded from its findings that as many as seven of ten participants are in sites which do not meet their standards of minimal adequacy.

The summary of your findings, A Report on Worksite and Other Activities Under the Summer Program for Economically Disadvantaged Youth (1978), identifies the unevenness of worksites and the small number of higher quality work situations, but it also suggests that most sites visited provided reasonably productive and supervised work or training experience. The report cited problems and recommended corrective actions, but did not suggest that the shortcomings were as pervasive as the GAO Report indicates. There was, however, no quantification on the findings in your study.

It is critically important for Congress to know whether 70 percent of work and training sites are inadequate as the GAO indicates or a substantially lesser percent as one would interpret from your findings. Even though there are questions concerning the GAO definitions and their application, the application of some standard and the quantification is desired by policymakers.

In the MDC files are site visit reports. It should be possible, then, to simulate the GAO methodology to determine whether in quantitative terms the MDC findings differ from those of GAO. It is recognized that the quantification is a reconstruction of the evidence. However, given the length of time you spent on-site and the thorough and hard-hitting nature of your report, I am sure your best efforts will be given the credibility they deserve.

Table 1

MINIMALLY ACCEPTABLE WORKSITES AND ENROLLEES ASSIGNED COMPARED TO ALL WORKSITES VISITED AND THEIR ENROLLMENT BY SPONSOR

	Sites			Enrollees assigned		
		Minimally acceptable			At minimally acceptable site	
Sponsor Urban	Visited	Number	Percent	At all sites visited	Number	Percent
Pasadena, CA	10	5	50	300	225	70
Colorado Springs, Colorado	25	20	80	85	60	70
Cook County, IL	8	5	62	120	92	76
Dallas, TX	7	6	86	123	111	90
Savannah-Chatham, Georgia	22	18	82	401	300	75
Memphis, TN	5	5	100	310	310	100
Charlotte, NC	7	4	57	42	25	59
Delaware Co., Pennsylvania	9	6	67	36	19	53
Stanford, CN	11	7	64	42	18	46
Totals	104	76	73	1459	855	59

Table 2

WORKSITES PROVIDING ENOUGH USEFUL WORK AND ENROLLEES ASSIGNED COMPARED TO ALL WORKSITES VISITED AND THEIR ENROLLMENT BY SPONSOR

Sponsor	Sites			Enrollees Assigned		
		Providing enough useful work			At sites with enoug useful work	
Urban	Visited	Number	Percent	At all sites visited	Number	Percen
Pasadena, CA	10	7	70	300	250	83
Colorado Springs, Colorado	25	22	88	85	75	88
Cook County, IL	8	6	75	120	101	84
Dallas, TX	7	6	86	123	111	90
Savannah-Chatham, Georgia	22	18	82	401	300	75
Memphis, TN	5	5	100	310	310	100
Charlotte, NC	7	7	100	42	42	100
Delaware, Co., Pennsylvania	9	6	67	36	19	53
Stanford, CN	11	7	64	42	18	46
Totals	104	84	81	1459	1226	84

Table 3

WORKSITES AND ENROLLEES ASSIGNED WITH SUPERVISION WHICH PROVIDED OPPORTUNITY TO DEVELOP GOOD WORK HABITS COMPARED TO ALL WORKSITES VISITED AND THEIR ENROLLMENT BY SPONSOR

	Sites			Enrollees assigned		
		Providing good work habits		At all sites visited	At good work habit sites	
Sponsor	Visited	Number	Percent		Number	Percent
Urban						
Pasadena, CA	10	5	50	300	225	75
Colorado Springs, Colorado	25	20	80	85	60	70
Cook County, IL	8	5	62	120	92	76
Dallas, TX	7	7	100	123	123	100
Savannah-Chatham, Georgia	22	21	95	401	384	96
Memphis, TN	5	5	100	310	310	100
Charlotte, NC	7	4	57	42	25	59
Delaware Co., Pennsylvania	9	6	67	36	19	53
Stanford, CN	11	7	64	42	18	43
Totals	104	80	77	1459	1256	86

A PRELIMINARY REPORT ON THE INTERACTION OF YEDPA AND THE 1978 SUMMER PROGRAM (SPEDY)
with
A COMPILATION OF SPEDY PORTIONS OF NCEP CASE STUDIES

February 1979

OFFICE OF YOUTH PROGRAMS SPECIAL REPORT NUMBER 25

OVERVIEW

This report is a compilation of the Summer Program for Economically Disadvantaged Youth (SPEDY) portions of 10 case studies of 37 CETA prime sponsorships around the country. The studies were conducted as part of the third of four process evaluations carried out by the National Council on Employment Policy in order to get an ongoing picture of prime sponsor experience in implementing the Youth Employment and Demonstration Projects Act.

The findings on the summer program indicate that they "have evolved into a surprisingly stable well-oiled component of local programming. They provided part of the basis for expanded, year-round programming for youth that was encouraged by YEDPA."

- SPEDY planning and implementation demonstrated convincingly the presence of a learning curve and the benefits of some stability in basic program parameters.
- SPEDY program design is evolving to an essential part of year-round youth programming, and in career exploration opportunities for youth.
- The evidence indicates that the emphasis of SPEDY has shifted from straight work experience to a greater mixture of services that capitalizes on YETP experience.
- Prime sponsors consistently reached or exceeded their planned overall enrollment levels for SPEDY. The universe of need was enormous relative to the jobs SPEDY could provide.
- SPEDY concentrated heavily on an in-school population, partly due to its linkages with YETP which also serves mostly an in-school population. Many primes put a special emphasis on serving youth under 16, because older youth were served by other programs.

Overall, the SPEDY program was enriched with components going beyond mere work experience, and it appeared to be able to capitalize on the stability of the year-round programs.

ROBERT TAGGART
Administrator
Office of Youth Programs

A PRELIMINARY REPORT OF THE INTERACTION OF YEDPA AND THE 1978 SPEDY

This report is a preliminary assessment of how the 1978 Summer Program for the Economically Disadvantaged Youth interacted with CETA prime sponsor activities under the Youth Employment and Training Program and the Youth Community Conservation and Improvement Projects. It is based on case studies by the following authors of prime sponsor activities in 37 CETA prime sponsorships around the country.

PETER S. BARTH Professor of Economics University of Connecticut	Connecticut	-	City of Waterbury Hartford Consortium Connecticut Balance of State
VERNON M. BRIGGS, JR. Professor of Economics University of Texas	Texas	-	Coastal Bend Manpower Consortium City and County of El Paso
	New Mexico	-	City of Albuquerque and County of Bernalillo
PETER KOBRAK Associate Professor of Political Science Western Michigan University	Michigan	-	Grand Rapids Area Kalamazoo County Muskegon Consortium Lansing Tri-County Regional Manpower Consortium City of Detroit
GRETCHEN MACLACHLAN Research Associate Southern Center for Studies in Public Policy Clark College	Georgia	-	City of Atlanta Balance of DeKalb County Cobb County Northeast Georgia Area, Georgia Balance of State
PAUL OSTERMAN Assistant Professor of Economics Boston University	Massachusetts	-	City of Boston Worcester Consortium Eastern Middlesex Consortium
RANDALL B. RIPLEY Professor of Political Science Ohio State University	Ohio	-	Clark County Columbus-Franklin County Consortium Greene County
MYRON ROOMKIN Associate Professor of Industrial Relations Northwestern University	Illinois	-	City of Chicago Balance of Cook County Rockford Consortium
R. C. SMITH MDC, Inc.	North Carolina	-	City of Charlotte Durham-Orange County Consortium Alamance County North Carolina Balance of State
BONNIE SNEDEKER Osoro and Associates	Washington	-	Kitsap County
	Oregon	-	Lane County Portland Oregon Balance of State
JOHN WALSH Olympus Research Corporation	California	-	City of San Francisco City of Oakland Marin County Santa Clara/San Jose Sonoma County

The findings are subject to final review and comment by the National Council on Employment Policy and the case study authors. They, together with any subsequent revisions and findings on other aspects of prime sponsor experience with YCCIP and YETP, will appear in the Council's Third Interim Report on prime sponsor experience implementing and operating YEDPA. That report will be available in early 1979.

Gregory Wurzburg
December, 1978

Background

In every year since 1965, the federal government, first through the Office of Economic Opportunity and later the Department of Labor, has supported a summer employment program for economically disadvantaged youth. Before the Comprehensive Employment and Training Act, the summer programs were conducted as an extension of the Neighborhood Youth Corps In-School programs. Since the summer of 1974, the Summer Program for Economically Disadvantaged Youth (SPEDY) has been funded as a special purpose national program under Title III of CETA (It will be under Title IV of CETA as amended in 1978).

After thirteen seasons, SPEDY and its predecessors have been marked by a number of patterns. Although the programs have been virtually assured every year, details on allocations, eligibility, and other regulations rarely have been promulgated earlier than mid-Spring. This has made it difficult for local administrators to incorporate certain important information into their strategic planning. Once allocations and regulations have been announced, local planning has been a rushed process of preparing grant applications and bringing program details into compliance with regulations.

The summer programs have been hastily implemented, marked by the sudden enrollments of large numbers of youths to work in short duration (8-10 weeks) jobs. The challenge of the logistics of starting up a short-term program that increases local youth manpower program enrollments by an order of magnitude of up to ten, and seeing that enrollees get a worksite assignment and at least minimal supervision and paychecks has been formidable, complicating the task of providing high quality work experience and matching job assignments with enrollee interests. Where there has been recognized need for mid-program changes, they have been hard to implement in time to take effect.

Because of the size, the emphasis on work experience, and the logistical problems that characterize the summer programs, they have taken on a character of their own and have not been coordinated with other programs to any great extent. Furthermore, before 1978, there were no year-round programs (except for the Neighborhood In-School Program) aimed at the same population the summer programs have served. Youths have been the biggest participant group in CETA title training programs, but they have been older than the typical summer program youth, have had different kinds of needs than the summer youths and are subject to different eligibility tests. Funding and operational uncertainties have also made it more expedient for local sponsors to keep the summer programs isolated from other manpower efforts, thereby minimizing opportunities for discontinuities in services and other disruptions caused by problems in the summer programs.

Yet despite the uncertainties in federal plans for the summer youth programs, the hectic pace of implementation, the crash style of administration, and the isolation from other manpower programming, the summer youth programs have achieved, over the years, a record of success. They have evolved into a surprisingly stable, well-oiled component of local programming. Before the advent of YEDPA, they had reached the point where they were providing, in a reliable way, some modest work experience and earned income for program enrollees. They provided part of the basis for expanded, year-round programming for youth that was encouraged by YEDPA.

The Youth Employment and Demonstration Projects Act was passed in August 1977. Implementation got into high gear at the local level in early 1978. YEDPA changed in a number of ways the landscape in which SPEDY had been operating. The Office of Youth Programs, charged with administering SPEDY as well as YEDPA for the Department of Labor, also concentrated more attention at the national level on programmatic aspects of SPEDY. The tandem forces of YEDPA -- more local youth programming thanks to YEDPA and a greater inclination at the national level to deploy SPEDY as one part of an overall youth policy -- created a climate and provided direction for changing the character of local SPEDY operations. In fact, there is some evidence from our review of local youth programs that in 1978 SPEDY was different from and better than earlier summer youth programs.

SPEDY Planning and Implementation

Planning and implementation of the 1978 SPEDY program demonstrated convincingly the presence of a learning curve and the benefits of some stability in basic program parameters. The summer grant application package and regulations were not available to prime sponsors until mid-May. But planning took place largely independent of the grant application process, so that the delays in Washington had no apparent effect on program designs. In Portland (Oregon), the former SPEDY manager noted that local administrators "... started getting ready early this year and had more planning time than ever before" (Snedeker, Page 14). A planner in Chicago said that if planning had waited for the grant application package, it would have been too late to get the program off the ground. To the extent planning problems were evident, they seemed to have been a function of substantive difficulties. Because Rockford (Illinois), for example, "used SPEDY to introduce a new focus on education" (Roomkin, Page 21), the process was not as straightforward as usual.

Not only does the process of SPEDY planning appear to be "institutionalized," but it appears that local planners are learning from experience. In Atlanta, SPEDY planning was folded into overall youth planning to save duplication and to bring some cohesion to local youth policies. Nearly everywhere, overall enrollment plans were much closer to actual enrollments than we have seen under the Youth Employment and Training Program or the Youth Community Conservation and Improvement Act. Even in Columbus (Ohio), a prime sponsor whose YETP and YCCIP start-up activities have been beset by delays and problems, all aspects of the local SPEDY plan were implemented. There were also instances of prime sponsor evaluation results being incorporated into program design, site selection, and contractor selection.

Program Design

It is difficult to draw conclusions from available evidence about the effect of YCCIP and YETP on planning and implementation of SPEDY. It might be inferred, however, that the presence of YEDPA programs helped provide a larger context in which SPEDY was seen as an integral piece in local policy than in the past. The basis for the judgment is the way in which we saw SPEDY connected with other youth programs. SPEDY has been conducted in the past as an independent program, isolated from other CETA activities. This year it appears that local planners capitalized on some of the complementarities between SPEDY and YEDPA programs as the basis for linkages and as a basis for adaptations in SPEDY program designs.

In the past SPEDY has been characterized almost exclusively as a work experience program. It enrolled large numbers of youth, pushed them through a 25-hour per week, 8 week work experience and terminated them. The popular wisdom was that time did not permit quality jobs and that the overall experience was most useful for its income transfer results. Although there were no miraculous breakthroughs on job quality this year, two adaptations were found. One is the model in which YETP work experience enrollees stayed on the same job site, but were paid from SPEDY funds. The other is the model in which summer-only enrollees received the usual work experience assignment, but also took part in career exploration programs.

The YEDPA enrollees who transferred into SPEDY for the summer, in fact, stayed on their "year-round" worksites, but were paid with SPEDY funds. In most cases, youths had their work schedules expanded from 10-15 hours per week to 25-30 hours per week. Wages usually remained the same. Of the YEDPA enrollees who transferred to SPEDY, most were from YETP activities, because YETP serves a predominantly in-school population. YETP-SPEDY-YETP transfers were adopted by some local sponsors as a matter of policy and occasionally as a matter of necessity. A staffer in Kitsap County (Washington) said that "... being able to transfer YETP and YCCIP participants to SPEDY saved our necks ...." (Snedeker, Page 15). The tandem arrangement provided a logical continuum for enrollees who wanted sustained work experience. Where primes took this approach, the continued program activity (and income) had its own benefits for enrollees. For transfers, there was no sudden creation of job slots -- and the attendant problems. This meant sustained experience in a single location for the activities that did not rely on worksite rotation. For the contractors it meant more administrative continuity and the opportunity to work out bugs.

There were some prime sponsors, however, that worked to keep YCCIP and YETP activities and enrollees separate. Albuquerque (New Mexico) and El Paso (Texas) kept YCCIP and YETP entirely separate from SPEDY and Title I youth activities. Clark County (Ohio) had actually planned for close integration between SPEDY and the year-round YETP. The regional office, however, apparently at variance with national policy, stepped in saying that such integration could not be done and that the programs had to be kept separate.

Even where SPEDY was viewed as a separate program, and may or may not have been part of a service continuum for youth, frequently prime sponsors linked it with YETP and sometimes YCCIP through administrative measures. In Clark County, for example, where the federal representatives had ruled out any formal links between SPEDY and YETP, the sponsor moved SPEDY-bound YETP enrollees from one program to another with a change of status notice. It also used its central intake as an early decision point to decide whether new applicants should be referred to the work experience of SPEDY or the more varied career exploration services of YETP. The location of SPEDY worksites at YETP worksites and the use of the same contractors to deliver SPEDY and YETP also blurred the distinction between the two programs. In Grand Rapids (Michigan), two-thirds of the YEDPA contractors delivered SPEDY programs. The consortium has encouraged this kind of consolidation by issuing a single request for proposal for YCCIP, YETP and SPEDY.

Regardless of how SPEDY was handled with regards to YETP, it appears that the latter affected the former with respect to program design. Because of the cross fertilization, this year's summer program was more than the customary straight work experience. Greene County (Ohio), for example, ran SPEDY completely independent of YETP, but departed from past practices by providing vocational education experience and labor market information to participants. The SPEDY orientation was modeled after the YETP world of work introduction. In the Lansing Consortium (Michigan), planners fashioned

SPEDY after the career employment experience activities in the YETP in-school program. The carry-over of program styles was enhanced by contracting with the YETP deliverers for the summer program. In Atlanta, planners continued YETP career exploration projects that expired when YETP money ran out, by moving the program into SPEDY. Cobb County (Georgia) also expanded its SPEDY program beyond work experience, providing a career exploration reading program and a small vocational exploration component, both similar to components of their YETP programs. Even in Detroit, where a sponsor administrator explained that the usual contractors were delivering SPEDY, there were more provisions for ancillary services than in the past.

The evidence indicates that the emphasis of SPEDY has shifted from straight work experience to a greater mixture of services that capitalizes on YETP experience. But the transition is not without its potential pitfalls. A counselor in the Lansing Consortium SPEDY was concerned about SPEDY taking on "too much of a school mentality" (Kobrak, Page 28) in serving youths who need a break from the regimen of school. Staffers in Portland (Oregon) also complained that enriched programs were not able to compete with straight work experience; the implication is that if SPEDY changes too much to a mixed service program, it may lose some of its popularity among youths.

Service-Seeking Strategies of Youth

There were a number of concerns expressed last Spring by observers at the local and national levels about whether the array of YETP-YCCIP-SPEDY programs would present potential enrollees with some differentiated choices which might encourage potential enrollees to shop and current enrollees to try to switch programs. The underlying concern was for enrollment stability and service continuity.

Experience so far indicates for the most part that, during the summer, programs are not well differentiated with respect to wages or hours and are somewhat differentiated with respect to qualitative aspects of program experience. Where program experience, wages or hours are differentiated, youths are shopping the choices unless restrained by administrative measures..

In the majority of prime sponsorships, all programs paid minimum wage and provided equal hours of work. Youths did not try to go from one program to another. The exceptions are instructive, however. Hartford, which switched enrollees from YETP to SPEDY as a matter of course, has a higher wage structure for YCCIP. However, since the YCCIP projects include a training component and are set up on fixed cycles, the sponsor prohibited transfers from SPEDY to YCCIP. There was no problem with a reverse flow. In Waterbury (Connecticut), all jobs paid the minimum wage, but the SPEDY jobs permitted more hours of work each week. As a consequence of the differential, well over half of the in-school enrollees switched to SPEDY. Marin County (California) encountered a similar situation in which its SPEDY program offered more hours of work. During the summer, the YETP termination rate there was much higher than anticipated.

Qualitative differences between SPEDY and other youth jobs also affected job seeking strategies of youths. In Cobb County (Georgia), YCCIP participants dropped out of jobs that actually paid more to take SPEDY jobs. The YCCIP jobs were physically demanding and included maintenance and cleaning. The SPEDY jobs offered a greater choice of worksites and work assignments. In El Paso, year-round jobs paid the same, but youths transferred to SPEDY because the summer jobs seemed easier and more enjoyable. Where summer programs were not greatly enriched with career exploration classes and counseling, prime sponsors anticipated youth leaving the comprehensive YETP programs for more work experience with SPEDY. The sponsors, accordingly, took steps to prevent such transfers. Planners in Cobb County, anticipating that youth would try to avoid the academic components of YETP, prohibited transfers from YETP to SPEDY. Santa Clara (California) put in similar restrictions.

Who Did SPEDY Serve?

Prime sponsors consistently reached or exceeded their planned overall enrollment levels. The differing eligibility standards for YCCIP, YETP, and SPEDY did not cause the problems that some observers had feared because sponsors had enrolled the most economically disadvantaged youth in YETP and YCCIP, and so transfers had no trouble meeting the SPEDY eligibility standards. Furthermore, the universe of need, so enormous relative to the jobs SPEDY could provide, proved insatiable. Even Albuquerque, with its Youth Incentive Entitlement Pilot Project competing for youths to fill jobs, had no trouble finding eligible youths for jobs. There were complaints about shortages of trained and job-ready youth, but that underlined more than ever the need for the program. In an effort to expand the number of available jobs, Chicago SPEDY administrators set up a two-tier program providing reduced hours of work to youths under 16. The city created enough jobs to serve 46,000 youths -- 119 percent of plan -- and still turned away eligible applicants. One exception to the high actual/planned performance of SPEDY was Clark County (Ohio) which barely broke 80 percent of plan. There was a shortfall of eligible applicants in Clark County, but the staff was still pleased because SPEDY served a record number of clients.

Prime sponsors did well in meeting their overall enrollment targets, but showed mixed performance in serving some subgroups. SPEDY wound up concentrating heavily on an in-school population. This was due in part to the large number of transfers to SPEDY from YETP, which serves mostly an in-school population. The concentration on in-schoolers may also have been due to the enriched components which appealed more to them than to out-of-schoolers. For the sponsors singling out drop-outs for special attention, none reached their planned level. Connecticut Balance of State, for example, reached only 12 percent of plan; Kitsap less than 5 percent and Portland 4 percent.

A surprising number of prime sponsors put a special emphasis on serving youths under 16 years. The emphasis took the shape of efforts to recruit 14-15 year olds and special programs for that age group. Because the entitlement project in Albuquerque concentrates on serving 16-18 year olds, administrators were able to enroll greater numbers of younger youth than ever before. Rockford, learning from past summers when they had large numbers of 14-15 year old eligibles, carved out a special summer program for them, featuring shorter hours and a greater emphasis on classroom and other academic creditable experience. The North Carolina Balance of State sponsor, recognizing a need for early work experience -- and the limited opportunity that 14-15 year olds have for gaining such experience -- directed all of its SPEDY projects towards serving that group of youngsters.

The emphasis on including 14-15 year olds does have its problems, however, when it comes to work experience. Greene County found through a program evaluation that it conducted that the SPEDY jobs for 14-15 year olds were inferior to the YETP jobs for older youth because of restrictions on the kind of work that 14-15 year olds can perform.

Conclusion

There is good evidence that YEDPA had an important impact on the 1978 SPEDY program. Not only was SPEDY able to coexist, but it seemed to thrive because of the interaction. The program was enriched with components going beyond mere work experience, and it appeared to be able to capitalize on the stability of the year-round programs. But there were signs that it might be a mistake to simply downplay the part of work experience in SPEDY. As it stands now, SPEDY has a following among youths looking for nothing more than a summer job; it is a following that could be alienated, especially if the rather modest expectations of a popular, short-term work experience program were replaced with the higher expectations of a still-untested model for enriched services.

Cutting in the other direction, it appears that YEDPA might learn from the history of the summer youth program. The basic predictability of the program has encouraged a self-starting local planning process, smooth administration, and a remarkable willingness to innovate.

3C. Links to SPEDY

Each of the prime sponsors handled their SPEDY programs somewhat differently, at least as it was linked to the operation of either YCCIP or YETP. There appear, however, to have been few problems over-all in administering the summer program and the prime sponsors seem to handle it with familiarity and some ease. None of the prime sponsors or the program operators at least see the SPEDY program as being a substitute for the new youth programs. Its goal is perceived as a simple one—to keep youth off the streets in the summer and to provide them with some spending money.

In the City of Hartford SPEDY is not as well integrated with Title III programs as it is in the rest of the consortium. In the suburbs the youths involved in YETP in the spring of 1978 were switched over to SPEDY for the summer, then switched back to YETP in the fall. To a large extent these youth in the suburbs did the same sorts of things under SPEDY (except, of course, for the academic component) that they did under YETP; both suburban programs are run by the same program operator, CREC. On some suburban job sites the support services were the same for SPEDY and YETP. Under YETP worksite and training represented about 32% of the cost of the program; under YCCIP training and services were 30% of the cost of the program; and under SPEDY training and services were about 8% of the cost of the program.

With the urban component there were no planned linkages between SPEDY and YCCIP. Because there was a definite cycle to the training under YCCIP, there were no plans to take on SPEDY participants. It was possible, however, to go from YCCIP to SPEDY.

Both YETP and SPEDY pay the minimum wage in the urban and the suburban component. Support services in the suburban component were similar under both programs since the youths switched from YETP to SPEDY for the summer. Support services for SPEDY in the City component were less extensive than under YETP or YCCIP. YCCIP wages were above the minimum level, so that there was little incentive for enrollees to switch from YCCIP to SPEDY.

For the Hartford consortium, enrollments and spending were about 93 percent of planned levels. Generally, the program appears to have operated well this past summer.

The SPEDY program appears to have been successful in Waterbury also. The largest single program operator under YEDPA (NOW) administered the entire SPEDY program in Waterbury creating some obvious linkages. About 890 youth enrolled in the summer program.

Participants were allowed to work for up to 25 hours a week in the summer program and all were paid at the minimum wage. Since Waterbury's out-of-school programs allowed up to 30 hours per week of work there was no incentive for these youth to switch to SPEDY. Since two of the in-school YEDPA programs involved students with special problems only a very few of these switched to SPEDY. Where they did switch their incentive to move came from the opportunity to work longer hours. Well over one-half of those in the NOW in-school program did switch to SPEDY, also operated by NOW.

Most of the youth in SPEDY worked in maintenance or child care positions at local playgrounds or day camps. There were only a few jobs provided aside from these so that the quality of work was on par with or slightly below those in YEDPA. The SPEDY program in Waterbury is designed in at least two ways to encourage high school completion. First, the program begins with an orientation session that stresses the value of a high school education. Secondly, the jobs to which the enrollees were exposed (but not the ones they held) all required having earned a high school diploma. A problem for the program operator occurred at the summer's end when many of the youth in SPEDY sought to transfer to the far smaller number of slots available in YETP.

SPEDY programs served 5737 youth in the BOS during the summer of 1978. This was about 96% of the planned figure. About 93% of the youths served were high school students at the time of entry, and about 89% of the program participants returned to full-time schooling. All clients were reported to be economically disadvantaged, and about 70% came from households with incomes less than 85% of the lower living standard. The greatest departures from the plan occurred in areas of employment entry (30% of plan) and the servicing of high school dropouts (12% of plan). This latter group, however, played a significant role in both YETP (44% of participants) and YCCIP (55% of participants).

Such figures suggest that SPEDY served a rather different group than either of the year-round programs. The closest substitute for SPEDY might be the in-school portion of YETP, which was administered by the six Regional Education Service Centers (LEAs).

There is little evidence of significant shifts between various components of YEDPA and the SPEDY programs. Given the minimum wage structure in all youth programs run by the BOS, there seems to be little incentive for clients to make such shifts unless there are substantial differences in the opportunity for hours of work (SPEDY programs in the BOS were restricted to a maximum of 25 hours per week).

Not surprisingly, the quality of the work experience and emphasis on training also appear to have been greater under YETP and YCCIP than SPEDY. Moreover, while SPEDY services placed a heavy emphasis on the introduction to vocational opportunities, YETP programs seem to have provided a much broader range of client services.

A noteworthy instance of cooperation between an LEA and local YEDPA operators occurred during the SPEDY program. One of the six LEAs, Project LEARN, negotiated an agreement with the Middlesex Manpower Planning Agency and the Southeastern Connecticut Manpower Planning Agency (TVCCA) to provide career counseling services and transition services to in-school youth enrolled in SPEDY programs of the latter two agencies. In a subsequent letter to Project LEARN, a representative of one of the agencies concludes that:

> "The Career Education Workshops should be an integral part of the SPEDY Program. Thanks to Project LEARN we had more materials and personnel to help make this project worthwhile." (Thames Valley Council for Community Action, Jewett City).

The coordinator of the other SPEDY program served by LEARN also was pleased with the outcome.

It appears that SPEDY forced local operators to substantially augment their counseling services for a relatively short span of time; at least some of them found it attractive to turn to the LEA for these short-term supplemental services. This may be an important institutional benefit of the SPEDY program that merits closer attention.

VI. Summer Program

For the most part, the large reservoir of needy youth in all three areas meant that their were no problems finding sufficient participants for all summer youth programs. In two areas, YCCIP and YETP were kept separate from summer enrollments under the existing CETA Title I and the Summer Program for Economically Disadvantaged Youth (SPEDY) efforts. In Albuquerque and El Paso, the participants in YEDPA were kept separate from those in SPEDY. In the Coastal Bend, the programs run by the school system were blended together.

In the Coastal Bend program, it had been intended to expend all of the YETP funds received by the school district in the first six months of 1978 and then to transition the participants into SPEDY positions for the summer. But due to the very late start of YETP, there was considerable overlap into the summer. The combination of available SPEDY and YETP funds meant that total summer enrollments were expanded considerably over the planned level.

As the YETP funds were depleted, the participants were transferred to SPEDY or Title I slots. There were some administrative difficuties due to the different income eligibility criteria that apply to SPEDY and to YETP but "the administrative tangle was overcome." There was, however, a strong recommendation from school officials that these income criteria be standardized.

The types of jobs during the summer were uniformly the same as those provided during the school year. The difference being, of course, that the emphasis was on part-time jobs during the school year but full-time employment during the summer. There were no apparent differences in wage rates. The federal minimum wage remained the standard for virtually everyone except those participants with some supervisory duties over other youths.

There were some minor problems that occured in the localities in which SPEDY, YETP, and YCCIP co-existed during the summer months. In a few instances, youths tried to get two jobs. More importantly, there was some preferential shifting by youths away from YEDPA jobs to SPEDY jobs. The reason was that SPEDY jobs contained some of the more attractive (for non-economic reasons) jobs. For instance, in El Paso the SPEDY program had a number of jobs in recreational occupations (e.g., life guards, supervising basketball programs, etc.). Since the pay was the same, SPEDY jobs seemed to be an easier and a more socially enjoyable way of working during the summer. YEDPA jobs in the summer were much the same in their job requirements as during the school year. These efforts to shift programs, however, were the exception.

In Albuquerque, the presence of the entitlement program (i.e., of YIEPP) did cause fewer 16 and 17 year old youths to be available for SPEDY compared to previous years. Accordingly, it also meant that SPEDY was confronted with more 14 and 15 year old youths than in earlier years. This development, was seen as being a positive sign as it enabled "more youth than ever to be served."

None of the prime sponsors reported any indication of labor shortages in youth-dominated occupations during the summer months. All indicated that the vast surpluses of youths in their communities overshadowed the presence of sizeable SPEDY and YEDPA programs. There were no reports of employers who complained about shortages of youthful job seekers although there were some complaints about shortages of youths with job skills. These complaints, however, were considered to be routine and unrelated to the YEDPA presence. Also the prime sponsors are quick to indicate that their youth programs are largely reserved for economically disadvantaged youth. They point out That "there are still plenty of non-economically disadvantaged youth around."

7. The Summer Youth Programs.

The Summer Program for Economically Disa d Youths (SPEDY) particularly pleased the YEDPA service deliverers it held out the possibility of increasing the number of summer plac for students in the in-school program. Such participants were identific received services under SPEDY, and in several jurisdictions were then rred into YETP when the school year began, thereby assuring continui youth services and work experience on a full-year basis. This proces facilitated in the Lansing Consortium where the summer SPEDY program w livered by the same four area school and intermediate school districts responsible for implementing the 1978 and subsequently the 1979 YETP in-school programs. The Consortium designed SPEDY to be implemented in much the same way as the career employment experience activities in the in-school YETP programs.

In the Grand Rapids Consortium, too, there were extensive links among YCCIP, YETP, and SPEDY, and as in the other locations, jobs, pay rates, and supportive services remained largely unchanged. Since four of the six YEDPA contractors were also SPEDY contractors, intratitle transfers posed no particular problems. GRAETC encouraged this kind of a result by issuing a single request for proposals (RFP) for YCCIP, YETP, and SPEDY. The ease of transitioning the YETP youths between the winter and summer programs also proved a useful selling point to convince reticent contractors, nervous about increasing the risk of disallowed costs, to serve economically disadvantaged youths exclusively; the YETP youths would then all qualify under the more stringent SPEDY administrative guidelines. Agreement on this point largely explains why 97 percent of the YETP participants were classified as economically disadvantaged, and how GRAETC was thus able to meet one of its Consortium goals.

Eventually, though, this jurisdiction and the others were unable to transition as many of the youths from SPEDY into YETP as they had intended because of the Fiscal Year 1979 federal funding complications. Kalamazoo utilizes the same primary contractor, YOU, for its summer and regular youth programs which simplified the transition process here, too. In the Muskegon Consortium, coordination was less evident, as the intermediate school district, while remaining aloof from the YETP program, continued to run the summer SPEDY program. Some competition for job sites occurred, and the kinds of YETP quality components that some contractors elsewhere were carrying over from their regular 1978 youth programs surfaced less frequently.

There is little evidence of any difference between the job sites used during the 1978 SPEDY program and previous years. As a Detroit manpower executive explained, "we had to go with the usuals." While there is a limit to what can be done with short-term, labor-intensive jobs, though, some contractors felt that they were at least linking the positions to more services than was previously true. The Grand Rapids Public School system experimented with a remedial reading program for some of its youths on a voluntary basis; Kalamazoo's YOU communicated more career information to the out-of-school youths than in previous summers; and within the Lansing Consortium, several schools worked more extensively with career exploration and career orientation workshops. But counselors and administrators in the SPEDY program were cautious in their assessments. A counselor did not want the work experience to take on "too much of a school mentality" for youths who need something different from an extension of school. An executive complained that by February, much of the gain would wash out, because the schools would not follow up with the youths quickly enough when bad habits reasserted themselves. By the time that they did, it would be too late. There were also complaints about the way that "SPEDY batches 'em through."

Certainly the SPEDY enrollments were sizeable, and create something of what one executive termed "a nightmare to administer." Kalamazoo enrolled 829 participants, the Muskegon Consortium approximately 1,000, the Grand Rapids Consortium 2,477, and the Lansing Consortium 1,727 youths. But the little data available beyond enrollment and financial figures seemed to suggest that the participants were deriving some benefits. Two random sample surveys of SPEDY worksites monitored by GRAETC found almost all of the youths at a total of 23 locations productively engaged at such places as a clothing center sewing project, a Health Department, and a park. YOU indicated in its summer report that when it followed up 30 days later on why youths terminated from its SPEDY program, it found that 80 percent returned to school, 3 percent were employed, and 5 percent were in another manpower program; 4 percent were unemployed and 8 percent could not be located.

An analysis by the Evaluation Unit of the Lansing Consortium yielded some interesting findings worthy of further study. The researchers asked whether the type of job performed by a SPEDY participant is dependent on the type of agency--school, government agency, or community-based organization--that provides the worksites for the youths. Analysis of the 1,384 Fiscal Year 1978 SPEDY worksites revealed that half of all participants were placed at a school-based worksite, 30 percent were placed at an agency, and 21 percent at a CBO.. The high proportion placed at the schools and low proportion identified by the CBO's took on added significance when the tendency emerged for school-based worksites to provide maintenance jobs and government agencies to make available clerical positions, while the CBO's were most likely to supply a variety of jobs such as security guard, library aide, lab assistant, and teacher.

GRETCHEN E. MACLACHLAN

SPEDY

The YEDPA programs have significantly altered the delivery of the SPEDY program in the City of Atlanta. With the establishment of the Title III Office, a shift in program responsibility was made within the City's government. Prior to CETA the local community action agency (EOA) had operated the summer youth programs, but once CETA was enacted that responsibility was placed within City government. This was not, however, initially with the CETA Office but with the Youth Development Division (YDD), an office devoted to youth advocacy, resource development, planning and evaluation. Both the YDD and the CETA Office are part of the City's Department of Community and Human Development but in terms of human services delivery, CETA programs comprise the lion's share. SPEDY was the lone CETA program not principally administered by the CETA Office. YEDPA was the impetus for establishing a separate Title III Office to administer YETP and YCCIP. The special youth program grants which Atlanta has received also are administered through this office. The full shift of the administration of SPEDY completed the centralization of youth employment programming in the CETA Title III Office (the exception is the Title I in-school program). The Youth Council superceded the SPEDY council. The Director of the YDD, Terry Allen, feels this is to the detriment of the program because the SPEDY council had substantially more community members who were responsive to community needs. Thus, he says, the name of the game is becoming "turf protecting" with agencies and City departments intent on getting their slots. Allen fears that the comprehensive design is being supplanted by a series of separate, unrelated summer subcontracts, many of which are innovative projects which more appropriately should be offered year-round.

This summer's SPEDY program did mark a departure in this respect. Innovative career exploration projects, several of which were initiated under YETP, were funded through SPEDY as their YETP cycles had expired. Rather than "one-shot" summer pilot programs several of the innovations are permanent additions to the year-round youth programs. The diversification of SPEDY and YETP by Atlanta represents a policy decision to move away from work experience as the only program option for youth.

A similar dissatisfaction with work experience and the attraction of more innovative programming such as taking place through YETP led to a changed SPEDY program in Cobb County. Until 1978 the summer program was exclusively work experience. In the planning phase Mrs. Lee, the principal of Marietta High School (the LEA and referral agency for in-school youth to the YETP program) designed a summer remedial reading program. When teachers at the local middle school heard of the proposed program, which would teach reading and pay youth to attend classes, they were outraged. Unfavorable publicity surrounding this incident resulted in the LEA revising the program to eliminate the payment of allowances for the hours that the students were studying reading. Since the program also included Career Exploration the students were paid allowances for the balance of their time.

and food service as well as laboring and sites--the usual public agencies, schools, parks, and non-profit agencies. The services in neither program are at issue as they are minimal.

In Northeast Georgia SPEDY was operated much as in the past through the community action agency, ACTION, which also operates the YCCIP program, the Title I in-school program which is still referred to as NYC. The agency is the only community-based organization with a network throughout the ten-county area. Many of these counties are quite rural with access to employment especially acute. The agency provided counseling to participants for a week prior to their being interviewed by client organizations and placed in work experience. They placed 1048 SPEDY and 258 Title I youth in agencies throughout the ten counties. ACTION's records of these placements indicate that SPEDY and Title I participants were frequently placed in the same agency thus blurring the distinction between the two programs.

The YETP youth, participating in CEE with a work assignment in their high school or a local agency, usually remained in their positions but with their hours increased. Some youth transferred to SPEDY, although there was no inherent wage or service advantage in doing this. In fact, the advantage was with YETP because of the services provided by the teacher-counselor. Some 120 new youth were enrolled in YETP in the fourth (summer) quarter. A consequence of the heavy enrollments in the final quarter and the increased work hours of those already enrolled is that 90 percent of funds were expended. This was considerably above that originally planned. The area planner indicated that control slipped away from the program coordinator.

An exceptional YETP placement opportunity was arranged through ACTION during the summer by considering it as a work site. Thirteen youth were enrolled in ACTION's Title VI carpentry program. They renovated the ex-school which became CESA's headquarters. Some of these youth participants are now being considered as supervisors for the Title VI program since they became highly proficient workers, and demonstrated supervisory capacity through informal work relationships.

A distinction between YETP and NYC (Title I) which CESA, the YETP program operator, has been stressing throughout the program was the superiority of the work experience and particularly the supervision. At a high school visited earlier this was apparent but a more recent visit to another high school somewhat contradicted the earlier observation. The school principal was aware that YETP and Title I students were on work assignments within the school but could make no qualitative distinction between their assigned jobs. In recounting the summer activities of YETP youth at his school he complained that "it took six youth three weeks to paint a dressing room; they goofed off, played basketball and went to twon." Asked about the future, the principal related: "I want to have ten next summer to sling weeds, paint, scrub floors, play basketball, and go to town." The difference is that he will be the boss.

The SPEDY program in DeKalb County is more seasoned than in other prime sponsors which recently have begun the kind of program experimentation which DeKalb has had for years. DeKalb's SPEDY administrator, their Board of Education, has operated youth programs in the summer and year round since the "categorical era." They are proud that they are unlike many prime sponsors who under CETA abandoned youth programming except in the summer. Rather than YETP influencing SPEDY design the reverse is true. Their YETP program is similar to their SPEDY in terms of the components. Through SPEDY they have been awarding academic credit to youth in career exploration for the past four summers. About 130 youth from Title I transferred to SPEDY; 180 SPEDY youth went into Title I after the summer and a few into YCCIP. Generally in this and other prime sponsors, there was little transferring from YETP and YCCIP to SPEDY or back.

RANDALL B. RIPLEY

VII. SPEDY, 1978

CLARK COUNTY

SPEDY in Clark County has been and continues to be viewed almost exclusively as short-term work experience. However, the staff has also felt free to add small experimental components. In 1977 this involved retarded youth. In 1978 a small vocational exploration program was developed that was well regarded and is expected to serve as a model for future efforts to link youth participants to private sector opportunities. Four deliverers provided slots. Three of these deliverers are also involved in YEDPA and the fourth would like to be involved. They were experienced from previous SPEDY programs.

Most of the grant was spent ($456,000 was expended and about $22,000 will be carried over to summer, 1979). The program was underenrolled—497 were served instead of the planned 617. The major explanation for this is that eligible youth simply did not apply in large enough numbers. But the staff was pleased because the 497 figure represented the largest SPEDY program ever mounted in the county. The program was planned to serve about 50% black youth and performed almost precisely at that level of service to blacks. The program was planned to serve about 32% females but, in fact, served 38% females.

Formal integration between SPEDY and YETP was minimal. The prime sponsorship had proposed a much closer integration with inter-title transfers. But the federal representative from the Chicago regional office said that that could not be done (surely a curious interpretation of the DOL's general pro-integration stance). A change of status notice served to provide some administrative integration. And the fact that Clark County has a central intake unit provided counselors an early decision point to determine whether an individual should go to SPEDY or to one of the YETP slots maintained through the summer. Some YETP work sites became SPEDY work sites, which was another form of informal integration.

Despite formal criteria for site selection that are the same for SPEDY and YETP, staff felt that the smaller size of the YETP program plus its year-round character resulted in higher quality work sites in the YETP program.

COLUMBUS

The bulk of the $2.3 million SPEDY program was similar to past summer programs. It is run by prime sponsor operations staff, like Title I youth programs and YETP. The majority of the more than 4000 participants were enrolled at one of the five neighborhood youth intake centers and assigned to jobs at one of more than 400 traditional SPEDY worksite agencies in city government and private nonprofit agencies. In selecting worksites, heavy emphasis is placed on the worksite's previous experience in SPEDY. Most of the SPEDY jobs for youth are in service functions. All have "aide" type titles. The greatest number of participants are assigned to the Columbus Public Schools for summer janitorial help and to the city Parks and Recreation Department.

The 1978 SPEDY program was marked by several new features. There was a Vocational Exploration Program for 120 youth operated by NAB-HRDI under a separate grant from DOL. SPEDY intake referred youth for this program. (The VEP program had also been operated the previous summer.) A second new feature of SPEDY was a vocational exploration program operated by the Columbus Public Schools for about 350 youth. Participants rotated among the four CPS Career Centers being exposed to four two week modules of 20 occupations. Transportation to the Centers was provided, and academic credit was supposed to be arranged (although it was not, according to the quarterly report for the SPEDY program). The third new feature of SPEDY was the creation of a special project, a cultural band, composed of recruits from high school music classes who held concerts around the city during the summer.

Overall the SPEDY performance was good, especially when contrasted with the partially functioning YETP program. All aspects of the plan were implemented (the traditional work experience sites, the CPS vocational exploration, the HRDI VEP, and the band). There were no special problems in administration, enrollment, or check issuance. (There was to have been a fulltime SPEDY coordinator hired as a permanent staff position, but this person did not come on board until July. Meanwhile the youth coordinator responsible for YETP had to oversee SPEDY startup as well.) Presumably the operations staff was drawing on previous years of experience with SPEDY and this helped the solicitation of worksites, recruitment of youth, and hiring to go smoothly.

Orientation sessions were held for supervisors as well as youth. The CPS vocational exploration program at the career centers was especially successful in the eyes of the staff. This marked the first time that the CPS had had any direct involvement as a service provider for the Columbus CETA program. (Interestingly, the CPS had proposed to do a similar vocational exploration program for YETP, but this proposal had been rejected early in the FY 78 YETP planning process.) Their involvement in SPEDY perhaps represents an opening wedge for further involvement in CETA programs in the future.

Commendably, the youth operations staff have for several summers conducted exit interviews with all participants who drop out of the program during the summer and with a sample of those who successfully complete it. These participant interviews have not been used in other CETA programs, including YETP. The results have been used, according to the staff, to make changes in subsequent SPEDY programs. However, no specific data on the surveys were available for review, nor were specific instances of changes made because of survey results identified.

Although the rhetoric of the SPEDY plan suggests that one of SPEDY's goals is to prepare youth to enter unsubsidized employment, in fact no placements at all were reported (even the PFS did not show any planned placements, although the narrative had). The youth operations staff and planners indicate that SPEDY is intended to be income maintenance and that hopefully good work attitudes will be learned by participants. They feel eight weeks is too short a period of time to teach vocational skills to develop jobs where skills can be learned that will be valuable later in life.

There is no special difference in the type of work experience jobs and the type of worksites that characterize SPEDY and YETP, YCCIP, and Title I youth programs. All worksites are in city government or private nonprofit agencies. All participants earn the minimum wage. All job titles are "aides" of one sort or another-- day care aide, recreation aide, conservation aide, clerical aides, etc. Only in YCCIP is the nature of the jobs different due to the emphasis on home repair and weatherization that requires constructions skills. Also, many of the YCCIP jobs are fulltime, whereas none of the other jobs are.

No linkages were planned or occurred between SPEDY and other youth programs. SPEDY has always been treated as an insular, one shot program for youth in the summer. This year's SPEDY program was marked by more attention to providing exploratory vocational education experiences to the participants and also to providing labor market information (because this was required by the law). Labor market information was transmitted as part of the participants' orientation sessions. It covered topics very similar to the YETP C.O.T.P. world of work introduction, but in more condensed form. (Thus the YETP program is in some ways very similar to the SPEDY program, except that SPEDY emphasizes more experience while YETP emphasizes more orientation and vocational training for some of the participants.)

The same youth intake centers used for Title I intake (and for YETP until the YESC was operating in June) were also used for SPEDY intake; this might be considered a linkage. At the end of the SPEDY program eligible O/S youth were to be referred to other CETA programs, primarily to YESC for possible provision of additional services.

Staff indicated that the ordinary participant flow is for Title I in-school youth to go to SPEDY in the summer, and then back to Title I in-school. There are variations on this pattern (no quantitative figures are available on the extent of these variations.) Many SPEDY participants are recruited who are not part of other CETA programs (e.g., dropouts). This year, due to the late startup of YESC, SPEDY did lure actual and potential YETP participants because SPEDY was functioning and paying people whereas YESC was not. And there was some movement of participants out of SPEDY at the end of the summer into YETP or YCCIP. Youth participants earn the minimum wage in all programs and the nature of the jobs do not vary significantly (except for YCCIP, as noted above).

GREENE COUNTY

As in prior summers Greene County exceeded its enrollemnt goals. Their plan called for enrolling 100 disadvantaged youth, no more than 70 on board at a time. But CAC indicated they had employed 150 to 160 youth in SPEDY. Greene was less successful in meeting two other goals however. They sought to provide quality work experience to all participants, and the formal evaluation indicated that some of the sites and slots did not meet expectations. In general, YETP jobs were higher quality than SPEDY, partly because of restrictions imposed on the nature of work the youth under 16 could perform. Also the quality of supervision and skill training was better in YETP than in SPEDY. Staff said the poorest slots in SPEDY were ones they secured with the City on road crews, and they suggested this numbered about 14 slots.

Plans for quality job slots under SPEDY may have been slightly unrealistic for two reasons: many jobs in government are unimaginative in the first place, and parttime ones for inexperienced youth who are forbidden to operate power machinery are likely to be as dull or worse than the least attractive full time positions. Second, communities that are predominately rural can only create a limited number of part time jobs for youth; when the supply is very limited in a community that heretofore has not made tremendous efforts for youth services, no amount of incentive can extract slots in large numbers that are attractive to youth who have very little to offer in terms of experience or skills. Nevertheless, that Greene sought to keep the quality of these jobs as high as possible is commendable. Furthermore, they plan to eliminate those site sponsors that provided the poorest slots from the roster in the coming year.

SPEDY was administratively joined with YETP and YCCIP in several ways. The full time CETA youth coordinator to administer YETP and YCCIP also coordinated and administered SPEDY. Intake for SPEDY was coordinated through the YETP intake component. This practice allows intake to refer SPEDY youth to placement services, OJT training, and other services provided by YETP and YCCIP.

Other administrative links exist. A new full time secretary was hired with SPEDY money, but she will serve also as secretary-clerk assistant for YETP/YCCIP. With SPEDY's implementation two new counselors were added to the two serving under YETP. With this addition all youth participants were split up among the four individuals making up the expanded counselling corps.

Furthermore, all services provided to YETP youth have been extended to SPEDY youth for the summer even though these services are few. Finally, CAC--the only viable and interested CBO in Greene County--administers both programs. This facilitates integration. The CAC director pointed out, however, that when we talk about integration, we should know that the link between SPEDY and YETP is fairly complete, while there is little if any interplay with YCCIP.

SPEDY's implementation this summer did allow Greene County officials to ease the pressure on YETP somewhat. That is, SPEDY picked up some of the YETP participants, which freed a number of YETP slots.

The CAC director summarized the tandem operation of SPEDY and YETP by saying the two were indistinguishable during the summer for many purposes.

G. Summer Programs

Chicago and Cook County reimplemented SPEDY programs first designed before YEDP was created. Rockford used SPEDY to introduce a new focus on education. Perhaps for this reason, Rockford was the single prime sponsor to find planning for SPEDY a chore, coming as it did just as YEDPA programs were underway. A Chicago youth planner remarked, however, that the grant application package ("a bugger") was sent much too late -- in May -- and that, had they delayed planning until its arrival, they could not have got SPEDY together.

Chicago's SPEDY is a five-year-old program which, in 1978, served 46,000 participants -- and still turned others away. In their effort to create as many jobs as possible, Chicago planned a nine-week program which provided twenty or twenty-five hours of weekly work to participants aged fifteen or less and those sixteen to twenty-one, respectively. In contrast, Cook County provided all participants ten weeks of twenty-five-hour a week employment, reaching 78 percent of its planned enrollment. Chicago enrolled 119 percent of its plan.

Its experience with YEDPA taught Rockford to expect a sizeable proportion of fourteen-and fifteen-year-old participants. Thus the 1978 SPEDY plan introduced the scheme which would be repeated in FY 1979 YETP planning, *viz*., a program segmented by age of participants. Thus, fourteen - and fifteen-year-old participants were enrolled in one distinct SPEDY, while those sixteen and beyond were offered choices in a quite different program. The excess applicants, it may be noted, were assigned to the YCCIP project. The link between the two programs was the priority given projects which promised academic - or work-experience credit Programs for the younger kids scheduled either twenty hours per week for eight weeks or a total of two to four days per *summer* for each participant. Older applicants were offered choices between training or work experience; activities within those categories might occupy fifteen to thirty weekly hours for nine to ten weeks. 131 percent of planned enrollment was achieved.

Generally, YCCIP, YETP, and SPEDY jobs are much alike in any given prime sponsorship; it is the exceptions that are of interest. Lots of kids applied gallons of paint to public buildings and equipment this summer, regardless of program assignment. Others were given novel experiences, partly because of their own special nature. Also, the constraints imposed by LEAs seem relaxed during the summer.

Rockford, for example, funded A Very Special Arts Fair under SPEDY. All participants were educable mentally handicapped high-school students, some of whom are pupils of the program director during the school term. It is in summer that Mr. McKenzie can concentrate, as he prefers, on building the self-esteem -- and hence, the employability -- of these youngsters. The program, which culminates in a performance and art show, is divided between art work and therapeutic exercise. Moving between an inner and outer circle of participants and staff, kids experience themselves as actors and audience and learn thereby that observers can be a source of support rather than shame. The two-hour show is a skillful blend of skits which are professionalized by the addition of local talent and creative staff to the cast. Moreover, the presence of staff onstage continues the familiar pattern of the circles. The performance, received enthusiastically by its large audience, established the truth of the lesson. The program was such a success that one observer would not believe that these kids were actually retarded.

A Chicago SPEDY program, operated through the Board of Education, taught film-making. Enrollees very obviously enjoyed the opportunity to appear before a camera. In one scene, for instance, a slight girl stuffs a large boy into a carton. The next frame, shot from the sidewalk, focuses first on the window of the room, next on an ancient crone coming along the walk. The carton teeters on the windowsill, dropping over just as the woman passes. This kind of thing is a lot of fun. It is also probably at least as instructive as, say, serving as a bicycle security guard in the park. The program uses school equipment and its success is attributed to the teacher who directs it. When we asked why the project was offered only in the summer, we were told that when school is in session, the facilities are the province of a less-creative teacher.

If they exist, we did not find comparable programs in Cook County where the prime sponsor emphasized work experience. Yet we did notice there that definition of a successful experience is elusive. Participants in two different landscaping projects, for example, differed markedly in their interest in the work. Those who performed maintenance chores for a school were demonstrably less task involved than those who planted gardens for elderly neighbors. The second project more nearly corresponds with the two cited in Rockford and Chicago, i.e., participants create something which, but for them, would not exist.

An observation about the supervisor's role is also in order. Some inherently dull jobs ("washing 300 school desks"), supervised by talented adults, appear to offer interpersonal benefits which cannot be derived from work which commands the participants' full attention. A lot of affectionate bantering and adult approval can substitute for skill acquisition for kids who are often unaccustomed to a warm reception. One Rockford SPEDY participant wrote to his supervisor: "I would like to spend more time with you." Another, in contrast, wanted to "get remainder of welding skills" while one felt "that I've gotten enough training for a better job." There are other job-related benefits over which a supervisor has some control. A YETP enrollee learned, for example "you get docked for being even two minutes late," and another learned "how black and white feel in general." It is hard to say that one benefit better contributes to the quality of an experience than another.

Prime sponsors' programmatic links between YEDPA and SPEDY differ more on paper than in fact, it would seem. Most Chicago YCCIP and YETP participants move into SPEDY for the summer. As a CETA staff member commented, however, "They don't switch programs. It's just a different pot." FY 1978 salvage money, created by late start-up, kept some kids nominally in YETP and YCCIP. The other two prime sponsors essentially followed the same pattern, though they funded it from three pots. The most simple description of each prime sponsor's SPEDY is this:

- Cook County's SPEDY was their YCCIP;
- Rockford's SPEDY included some of their YCCIP with more of their YETP;
- Chicago reversed Rockford's mix; and
- Rockford and Chicago added projects to which there is some LEA obstacle during other months of the year.

MDC, Inc.

I. SPEDY

The Summer Program for Economically Disadvantaged Youth showed a profile in the four North Carolina prime sponsorships not unlike that exposed by national studies. SPEDY was swift, reasonably efficient, largely unimaginative, and lightly flawed in terms of its targeting.

A total of 11,850 youth were served by SPEDY in the Durham-Orange consortium, the city of Charlotte, Alamance County, and the North Carolina balance of state. The youth were employed almost entirely in public sector jobs, although the jobs did offer a wide range of learning opportunities.

The programs were largely black and heavily concentrated on in-school youth, however. In Durham-Orange, of the 769 SPEDY clients, only 44 were recorded as dropouts. The performance here contrasted with YCCIP and YETP programs in which over 50 per cent of the clients were dropouts. Typically, enrollment applications for SPEDY are distributed through the schools and dropouts are "screened out" of the program.

We will discuss the problem of linkages between CETA and the schools more thoroughly in Section IV. As far as SPEDY is concerned, however, problems of targeting are clearly related to the haste with which the program is mounted each year and to the lingering aura of income maintenance surrounding the program.

In Alamance, for instance, the prime sponsor saw itself with a very simple mission: "Keeping them off the street, and putting money in their pockets." Given this kind of goal, it is not surprising that the jobs were routine — school caretaking, child care, and social service aide work. Here, youths worked five hours a day at the standard minimum wage of $2.65 an hour.

In the balance-of-state, however, jobs were far more varied and an interesting target concentration emerged. The BOS prime served 10,570 participants, concentrating heavily on the 14-15 year old range.

The main reason for this concentration was the state's recently enacted mandatory competency test, which is now required in order to gain a high school diploma. The North Carolina Department of Public Instruction determined that incompetency in English and mathematics is a major disability of all too many of the state's high school graduates. Accordingly, the SPEDY program for BOS offered youth remedial education and training in testing preparedness.

Specific types of work performed included working in child day care centers, assisting in libraries, construction work on buildings and in local housing projects, landscaping work, development of nature trails and campsites, replanting timber areas as forestry aides, clerical work, nutrition, and assisting in hospitals.

Durham-Orange served 750 participants. There was no vocational exploration in this program; however, the sponsor did conduct a good occupational information component. This sponsor also used the assignment of clients to various public non-profit agencies as a means of putting youth to work quickly. In Durham-Orange, however, the imbalance between white and non-white participants was most sharp, with only 19 whites among the 750 participant .

SPEDY in Charlotte suffered from difficulties in reaching the total planned participation. Charlotte had planned to serve 1,779 but never got above 82 per cent of planned enrollment level.

Difficulties experienced by this sponsor were revealing. Problems developed at first with the effort to achieve "meaningful work with good supervision." An insufficient number of sites were found where this criterion could be achieved. Even after some 100 sites were rejected, a newspaper reporter was able to find a number of sites where youth were "loafing."

The prime sponsor continued to weed out these sites, probably to the benefit of the youth served, although clearly at the same time to its own disadvantage numerically. Because of the haste with which the program was mounted, there were few "alternate" sites, and it was thus difficult to switch youth from a rejected site to another more suitable one.

The overall experience convinced planners in Charlotte of the advantage of year-round planning for SPEDY. In consequence, the summer program has been integrated into overall youth planning there.

It would be a mistake, we think, to assume that the problem that surfaced in Charlotte did not occur elsewhere. In the balance of state prime sponsorship, for instance, distances between work-sites across the state made monitoring difficult. What was learned in Charlotte was the result of better monitoring, however it reflected on the city's SPEDY plan.

We saw few clear cases of linkage between the new youth programs (YEDPA) and the ongoing SPEDY program. Where linkages did occur, however, they may have boded well for the future of youth programming. Ironically, these linkages often involved missed communication between CETA and the school systems — a subject we will pursve later in this report.

Where the linkages were successful, as in the instance of a policy determination for the balance-of-state prime sponsor to pursue early literacy training for SPEDY participants, the way to integration of CETA training with ongoing educational programs seems clear, and the omens hopeful.

BONNIE SNEDEKER

B. SPEDY: FY 1978 PROGRAM

A good deal of enthusiam was expressed for the efforts conducted by prime sponsors under SPEDY in the Summer of 1978. SPEDY has not tended to be the favorite program of CETA youth staffs; it is often criticized for being short term and too crisis oriented. However, this year many improvements were instituted, with apparently favorable results. The upgraded results were attributed to earlier planning starts and the expansion of capabilities and linkages that might be expected after a number of years of Summer program experience.

Performance statistics validate the favorable evaluations given to the SPEDY program by CETA youth staffs. (See Tables 14 and 15.) Prime sponsors were able to exceed planned SPEDY objectives in most cases. Positive termination rates were high (most terminees are not expected to achieve job placement upon completion), and non-positive terminations were generally below planned levels. Prime sponsor performance in meeting enrollment objectives for significant segments (minorities, offenders, and handicapped) was very good.

Kitsap Youth Planner, Jim Frazier, said: "SPEDY was dynamite this year! We tried to gear it more toward training objectives. We set maximums of 10 to encourage fewer participants at each job site. We used training plans for SPEDY participants. CAP counselors used the plans in monitoring, and 15 were approved by high schools for academic credit. Lots of occupational information was provided. We sponsored career awareness classes at the community college and other special activities. The youth council was even able to get out and monitor work sites."

Lane County also reported "the most successful SPEDY program to date". "We served more youth than planned, were able to do more rural outreach, and had a greater diversity of projects and jobs than ever before. We also had a strong 'special needs' component and were able to serve handicapped kids on the buddy system in specially developed work sites. We were able to tap into some community development funds. Each year we have a special project to prepare a publication on some phase of Lane County heritage. This year's effort was particularly good."

Portland's former SPEDY manager said: "We started getting ready early this year and had more planning time than ever before. There were more projects and more agencies involved than in previous years. We did a certain amount of experimentation. Some things worked out, and some didn't."

The youth analyst at Oregon's Manpower Planning Division expressed a more qualified approval of SPEDY: "For the most part, SPEDY is handled by the same operators in the sub-grantee areas. The process is not highly innovative; but it goes smoothly, and

SPEDY does provide more flexibility and options for youth services."

Prime sponsor staffs had a number of different views on the linkages between SPEDY and year-round program efforts and the value of their mutual effects: "Being able to transfer YETP and YCCIP participants to SPEDY saved our necks in Kitsap County. All our transfers were 'paper' only--everybody kept the same counselor, learning plan, and job. Year-round participants had access to special summer services like the employment fair and community college career awareness classes. We had to shut SPEDY down when we made the paper tansfers so we probably served fewer kids than we otherwise might have. But the tools we used to improve SPEDY came out of our year-round programs. The two programs interacted in a highly complementary way. SPEDY proved to be a great device for developing lists of low income youth that the schools can use in recruitment and eligibility screening for the year-round program."

In Lane County, no YCCIP participants were transferred to the SPEDY program. A number of YETP participants were transferred--not because there was any problem with carry-out, but because youth staff wanted to give them "first pick" of the SPEDY pool of over 800 jobs. Between 30 and 40 SPEDY transfers were made in order to give YETP training participants an opportunity to pick up some work experience. There were problems because SPEDY wages were lower, in some cases, than YETP, and the staff was not prepared to set up simultaneous enrollments. (In the past, participants had been terminated before transfer to other programs.) Youth staff members said that SPEDY had the "advantage" of operating on a basis somewhat independent of the rest of youth services, which through out the Summer were beset by the turmoils of reorganization. As the FY 1978 SPEDY Manager was brought back to the program to oversee YETP in-school activity, it is expected that the year-round program will benefit from the good publicity, new work-sites and expanded linkages developed during the Summer under SPEDY. Lane County schools were more involved in SPEDY this summer, which was a result of new linkages developed under YETP.

Several Portland area staff members felt that: "SPEDY was somewhat disruptive". A number of explanations followed. "There are massive administrative pressures under SPEDY. It comes into the area offices and tends to divert activity away from year-round goals. For example, we were delayed in operationalyzing our career research facility which meant that we came up against SPEDY enrollment. It's harder to recruit for a career development activity when 'free jobs' are floating around." "Our year-round program trys to educate youth in regard to the real world of work. SPEDY not is especially representative of reality."

Participant characteristics

Sponsor → Characteristic	KITSAP CO. #	KITSAP CO. %	LANE CO. #	LANE CO. %	PORTLAND #	PORTLAND %	OREGON, BOS #	OREGON, BOS %
TOTAL ENROLLMENT	266	100%	902	100%	1978	100%		
SEX:								
Male	135	50.8	443	49.1	972	49.1%		
Female	131	49.2	459	50.8	1006	50.9%		
AGE:								
14-15	47	17.7	711 (18 unkn)	78.8%	1090	55.1%		
16-17	128	48			658	33.3%		
18-19	71	26.7	191 (19-21)	21.2%	151	7.6%		
20-21	20	7.5			79	4 %		
EDUCATION								
H.S. STUDENT	192	72%	693	76.8%	1729	87.4%		
H.S. DROPOUT	25	9.4			80	4 %		
H.S. Completor	49	18.4	209	23.2	169	8.5%		
INCOME								
ECONOM. DISADVAN.	266	100%	902	100	1978	100%		
AFDC/PUB ASSIS.	124	46.6	53	5.9%	853	43%		
ETHNIC GRP:								
White	204	76.7	783	86.9	835	42.2%		
Black	17	6.4	29	3.2	930	47 %		
American Indian	13	4.9	43	4.8	51	2.6%		
Other	32	12	47	5.2	162	8.2%		
SEGMENT:								
Offender	31	11.6	132	14.7	152	7.7%		
Handicapped	24	9.	30	3.3	56	2.8%		
Vet	2	.8	7	.8	0	—		
LABOR FORCE STATUS								
Unemployed	250	94	269	29.8	1933	97.7%		
Underemployed	13	4.9	25	2.8	12	.6%		
other	1	.4	608	67.4	33	1.7%		

SPEDY [illegible]

Plan vs. Actual Performance

SPONSOR	KITSAP CO.			LANE CO.			PORTLAND			OREGON BOS		
	Actual	Plan	% plan	Actual	Plan	% plan	Actual	Plan-	% Plan	Actual	Plan	% Plan
TOTAL ENROLLMENT	266	279	95%	902	780	116	1692					
Work experience	255			902	780	116	1878					
CLASSRM TRNG.	37						182					
OJT												
OTHER CAREER EX:							99					
TOTAL TERMINATIONS	266			902								
Entering employm.	31	20	155%	37	14	264%	40					
Other Positive	202	224	90%	663	533	124%	1692					
Non-Positives	33	35	94%	202	233	87%	246					
SEGMENTS												
MINORITIES	62	32	194%	119	87	137%	1143	1180	97%			
Offender	31	15	207%	132	87	152%	152	200	76%			
Handicapped	24	15	160%	30	14	214%	56	54	104%			

Concurrent Enroll
Title I- 22
YETP 29
YCCIP 0

JOHN WALSH

The major objective of SPEDY programs is to provide summer employment for youth; there is not as much emphasis in SPEDY on "training," "supportive services," "GED preparation," etc. as there is in Title I, YETP and YCCIP. In-school YETP participants in Marin County and Sonoma transferred into SPEDY programs at the end of the school year. On the other hand, YETP and YCCIP programs were funded year-round in Santa Clara, and enrollees in these programs were prohibited from transferring into SPEDY.

There is not a significant differential in wages between the three programs, but since SPEDY provides full-time jobs for youth, SPEDY enrollees can earn more wages than YETP in-school enrollees, whose employment is only part-time. This resulted in a much higher than expected termination rate in Marin's in-school YETP program. YETP enrollees preferred full-time employment (and the increased wages they would earn) to the part-time employment and classroom training provided by YETP.

Theoretically, YETP and YCCIP work experience programs emphasize career preparation, training in specific skills, and other specialized services designed either to acquaint enrollees with the world of work and the options open to them, or to prepare them for immediate full-time employment. SPEDY, on the other hand, is primarily a summer job program. However, many SPEDY jobs in all five areas are high quality positions, with built-in training opportunities, and YCCIP programs in several areas have experienced serious difficulties. The difference is one of emphasis: SPEDY is primarily a summer employment program, whereas YETP and YCCIP are expected to provide more than just "jobs" to their enrollees. Thus, SPEDY jobs range from "high quality" to "make work" positions; YETP and YCCIP strive not only to provide enrollees with high quality jobs across-the-board, but with additional employment services as well. The fact that the latter have not been universally successful does not negate the intent.

ANALYSIS OF 1978 SPEDY PLANS

Jeffrey Holmes and Howard Hallman

OFFICE OF YOUTH PROGRAMS SPECIAL REPORT NUMBER 23

OVERVIEW

This study analyzes the content of the SPEDY plans for 51 prime sponsors selected to be representatives of all areas in the country. Plans for SPEDY and other CETA programs should serve several purposes. They should be a local decisionmaking document, articulating choices concerning target groups, service mixes, and delivery approaches. Plans should serve compliance purposes as well, setting out performance standards, and fiscal and service levels that will be monitored by the regional offices of the Department of Labor. The grant application packages are a mechanism for transmitting and promoting redirection and improvements, so that the plans should be reflective of national policy changes. Finally, the plans should be reflective of national policy changes. Finally, the plans should serve a pure descriptive purpose, to simply provide information needed at the local, regional and national levels about the content of programs. They suggest what the prime sponsors will strive to achieve.

For some prime sponsors, planning is a thoughtful decisionmaking exercise and the plans include a thorough outline of goals and objectives, a complete description of the intended programs and a conscientious response to new policy directions. In other cases, plans are nothing more than the minimal paperwork required to receive a grant and get on with business. Plans may be good on conceptualization but poor on description or vice versa, serving one purpose much better than another. In the aggregate, the plans reflect these qualitative differences, and are more useful for some purposes than others.

In terms of local decisionmaking, the SPEDY plans which have been analyzed suggest that most (though certainly not all) prime sponsors consider the program to be a one-dimensional, seasonal employment effort. The multiple goals of SPEDY are rarely matched with specific operational components or detailed objectives. The goals language is usually boilerplate. Few primes differentiate eligible youth by age, school status, or other characteristics such as mental or physical handicaps; fewer set specific quantitative targets for subgroups. There is limited experimentation with different service mixes. In the past the programs have not been well assessed so the plans reflect very little evaluative input.

As a compliance document, the plans are much more specific about inputs than outputs. While numbers to be served are identified, the lack of detailed goals and objectives does not permit impact assessment locally, regionally or nationally. The major focus is on procedural issues--selection, eligibility determination and monitoring procedures.

The plans reflect responsiveness (at least on paper) to some new policy directions but not to others. Most of the SPEDY plans analyzed spell out procedures for monitoring subagents as required by the strengthened 1978 regulations. Orientation, labor market information and counselling appears to be universal although limited in intensity. Many prime sponsors have tried occupational exploration of one type or another, although for only a small percentage of participants. In other words there have been some attempts to enrich the program. Academic credit for work experience which is encouraged by the 1978 regulations occurs only occasionally and is openly rejected by some plans as "too much too soon." Program integration in the sense of structured continuum of activities from or into other CETA programs is rare.

As a description of activities, the plans are for the most part quite lucid. The following assessment by Jeffrey Holmes provides a good deal of summary information about the incidence of certain practices and approaches, suggesting what is being done under SPEDY as well as what is not.

Overall, the strengths and weaknesses of the plans are probably quite reflective of the strengths and weaknesses of the program in operation.

ROBERT TAGGART
Administrator
Office of Youth Programs

INTRODUCTION

This review of FY '78 CETA, Title III Summer Youth Programs, is based on a sample of 51 Prime Sponsor plans, and the content therein. The selection of the Prime Sponsors conformed to scientific sampling techniques and provides an 11 percent Prime Sponsor sample.

Comparisons of the extent of relationships between the Prime Sponsor Plans and the Department of Labor's Grant Application Package were conducted in order to address the following issues identified by the Department of Labor:

1. Extent of early planning and integration of the Summer Program with Prime Sponsors' overall youth employability strategies.
2. Extent and focus of monitoring and assessment, particularly how knowledge garnered from these functions is used to improve performance.
3. Determination of directions of development as Occupational Exploration Programming expands.
4. Examination of extent and nature of academic crediting linked with job competencies.
5. Definition of the planning process with specific identification of the role of the Youth Advisory Planning Council, analysis of needs, program goals, results and benefits, and their measurement.
6. Identification of significant segments and level of specialized program targeting.

It must be understood that all that follows herein is based on what the sample plans said that the prime sponsors were going to do. The parameters of this effort did not permit site verification of the assertions made in the SPEDY plans.

ROLE OF THE YOUTH ADVISORY PLANNING COUNCILS

Efforts to evolve specialized youth advisory planning committees as part of, or adjuncts to, Prime Sponsor Advisory Planning Councils, have been positive. The Youth Councils have provided advice as to the needs of area youth, broadened purposes and programmatic goals and helped design local youth strategies. The Youth Advisory Planning Council's specific focus facilitates members becoming knowledgeable in a specialized area and thereby able to provide meaningful input to the SPEDY Program.

Planning for the FY '78 SPEDY Program began early. Many Prime Sponsors began as early as January, 1978, and all planning efforts were well underway by April - three months before the implementation of SPEDY. This early approach to planning fostered increased participation by Youth Planning Committees. The Youth Advisory Planning Councils were involved in a wide array of decision making. In most cases, the Youth Advisory Planning Council relied extensively on data from past years' programs for guidance in decision making. The only significant effort by Counties to assess new empirical data related to the selection of significant segments.

Youth participation on planning councils remained minimal. Youth membership ranged from a low of seven percent to a high of 23 percent. Although some Prime Sponsors are experimenting with alternative structures of youth participation, such as all youth ad-hoc committees, youth are not an integral part of the decision making process.

Alternative methods of obtaining on-going youth and participant input requires increased Department of Labor emphasis and descriptive goals.

DECISION MAKING YOUTH ADVISORY PLANNING COUNCILS	State	County	City/Consortia
Program Design	29%	40%	50%
Determine Goals	14%	45%	4%
Needs Analysis	14%	20%	4%
Determine Significant Segments	14%	5%	17%
Work/Training Criteria	14%	10%	21%
Monitoring/Evaluation	14%	20%	4%
Vendor/Site Selection	29%	10%	25%
Youth Membership	7.3%	23%	17%

YOUTH ADVISORY PLANNING COUNCIL MEMBERSHIP

	State			County			City/Consortia		
	Av.	Med.	Range	Av.	Med.	Range	Av.	Med.	Range
Number of Members	17	15	11-33	14.8	12	6-67		11	
Number of Youth	2	2	INA	3	3	INA		2	
Youth Not Indicated	╳	57%	╳	╳	40%	╳		21%	
Percent of Youth for those who Responded	╳	7.3%	╳	╳	23%	╳		17%	

METHODS OF YOUTH ADVISORY PLANNING COUNCIL DECISION MAKING

Reviewed Last Year's Data	74%
Analysis of Empirical Data	18%
Role Not Specified	8%
Limited Specifics	48%

MORE ON PROGRAM PLANNING:

	ANALYSIS OF NEED			
	Extensive Data	Some Data	Descrepancy	No Justification
Significant Segments	16%	29%	16%	38%
Programming	8%	12%	38%	42%

	PLANNED PROGRAM CHANGES FROM FY '77		
	State	County	City/Consortia
Change Indicated	15%	55%	62%
Indicated No Change	15%	30%	0%
Not Indicated	70%	15%	38%

Frequent types of changes included:

1. Increased scrutiny of worksites;
2. Increased Occupational Exploration;
3. Expansion of Labor Market Information;
4. Expanded coordination and linkages development;
5. Increased emphasis to serve those most in need;
6. Other changes in broad purpose.

PROGRAM INTEGRATION AND COORDINATION

While a comprehensive array of services are available to participants in the SPEDY Program, the delivery of these services is rarely integrated with the ongoing youth strategies. SPEDY continues to be a massive, cyclical effort.

Where integration does occur, it is primarily at the administrative level. Fiscal, management, monitoring and M.I.S. functions were integrated at most Prime Sponsors. Unfortunately, this is where most integration ends. Such key areas as staffing, site selection, participant assessment, supportive services and employability development are functionally and organizationally separate from ongoing programs. For the participant, the impact of this non-integration is a lack of services continuity. This is particularly true for out-of-school youth.

Numerous Prime Sponsors indicated that participants from Title I, YETP, YCCIP and YIEPP would be transferred, or concurrently enrolled, into SPEDY. Enrollments of this sort accounted for up to a third of participants at some Primes, and overall, accounted for about thirteen percent of all participants in SPEDY. On the other hand, Prime Sponsors did not plan, as part of an overall strategy, to transfer SPEDY partipants into ongoing programs at the close of the summer program. In fact, there is a strong indication that Prime Sponsors planned for a discontinuity of service.

While all Prime Sponsors indicated a large number of "other positive" terminations, the close correlation between the number of high school drop-outs/out-of-school youth identified for enrollment, and the nearly equal number of planned negative terminations, strongly implies that continuity of service, vis-a-vis continued enrollment in an employment and training program, is not a strong goal. This correlation exists within State, County, City and Consortia Prime Sponsors. (Out-of-school youth, 5.45 percent of enrollments; non-positive terminations, 5.85 percent.)

Prime Sponsors should be encouraged to establish strong linkages within ongoing programs, to assure continuity of service for out-of-school youth, and to merge SPEDY into their ongoing youth strategies.

PROGRAM INTEGRATION	State	County	City/ Consortia
Percent Programs with Planned "In-Transfers"	29	25	50
Percent of Transfers in These Programs	33	16	16
Transfers as Percent of Total Enrollment	13	5	7.1
Percent Programs with Planned "Out-Transfers"	<1	<5	Not Indicated
Percent Obtained Employment	1.8	2.7	2.5

In most cases, SPEDY is not an integrated link in a year round youth effort. Although it is numerically the largest youth employment effort, there are few transfer linkages with other CETA Programs. Continuity of service is more a "catch phrase" than a reality.

While 29 percent of the State Plans, and 25 percent of the County Plans, and 50 percent of the City/Consortia Plans, intend to transfer YETP, YCCIP, YIEPP and Title I participants into SPEDY, no State Sponsor, and only five percent of County Sponsors, indicated a transfer out of SPEDY into another program for services continuation. Transfers into SPEDY accounted for 13 percent of all enrollments into State sponsored programs, and five percent of all County sponsored programs.

SPEDY'S PURPOSES

SPEDY is a CETA Program in transition. As it emerges from years as a singular, cyclical youth effort, its purposes are broadening and its benefits, other than income, are expanding.

Review of the median number of purpose statements indicates a vast breadth of purpose which could not possibly be achieved during the brief nine week SPEDY Program.

An indicator of the impossibility of achievement is the fact that many purposes lack activities relating to purpose statements. Similarly, there is a lack of measurement statements related to activities and/or benefits. As an example, although the median number of purpose statements per Prime Sponsor is six, the median num-er of activities is only three. Measurements, as they related to activities, are exclusively numerical enrollments, while measure of other benefits is nearly non-existent.

PURPOSES OF SPEDY

Percent of Prime Sponsors With the Following Purpose Statements

	State	County	City/ Consortia
Assist to Obtain Unsubsidized Work	71	0	21
Structured Supervised Work	71	75	71
Assist Participant to Return to School	100	75	79
Develop Employability	86	25	87
Develop Career Awareness	58	5	87
Obtain Skill Training	14	15	54
Obtain Vocational Counseling	57	45	66
Assist Youth With Special Needs	43	10	29
Provide Opportunities for Career Exploration	43	45	54
Provide Meaningful Work	14	0	12
Provide Income	14	20	54
Development Acceptable Roles	0	5	16
Reduce Youth Alienation	0	5	0
Promote Institutional Change	0	5	4
Promote Services Coordination	0	5	12
Increase Community Services	0	0	12

RESULTS AND BENEFITS

Percent of Prime Sponsors Expressing the Following Participant Benefits

	State	County	City/ Consortia
Work Habit Development	71	55	75
Labor Market Knowledge	57	75	54
Vocational Counseling	57	20	0
Job Search Skills	29	2	8
Income	43	40	16
Remedial/G.E.D.	43	70	29
Skills Development	43	55	54
Self Respect/Confidence	14	20	16
Goals/Values Clarification	29	20	12
Employability Development	14	0	20
Motivation	14	25	46
Career Selection	14	35	0
Employability Skills	0	10	0

Average Number Per Prime Sponsor: 5

Median Number Per Prime Sponsor: 6

TARGETING SIGNIFICANT SEGMENTS

A broad cross-section of the youth population was enrolled in SPEDY '78. Efforts to target SPEDY services to specific population sub-groups are minimal. Some 25 percent of Prime Sponsors identified economically disadvantaged youth as their sole target group. Another 16 percent did not indicate any significant segments. In total then, 41 percent of the plans did not target their services.

There is such a diffuse effort on the part of those Primes who did identify significant segments as to lead to the conclusion that even those who did identify significant segments did not target their services. The median number of significant segments identified was five, and the range was none to ten groups. As for the relationship of significant segments to program purposes and goals, most plans do not address this matter.

Services are provided on an individualized basis, rather than from a significant segments models approach. The SPEDY Plans provide very little reference to program activities designed specifically to meet the needs of particular population groups. In the few instances where some targeting occurred, there was also some indication of outcome goals. In short, SPEDY is an "equitable distribution" program.

The review of SPEDY plans has led to the conclusion that services to youth are generalized (48 percent of County Programs are targeted to undifferentiated disadvantaged youth), and that there are no specific services/goals identified by significant segment. Rather, there is a diffuse effort to enroll a broad cross-section of the youth population and to provide services on an individualized basis which cross-cuts all significant segments. Certainly this is not necessarily a negative condition for most youth. It only becomes negative in that there appears to be no goal of providing continuity of services for out-of-school youth. This is particularly true of County Prime Sponsors as is indicated by the fact that while ten percent of all enrollments will be out-of-school and/or drop-out youth, nine percent of all those terminating from SPEDY will fall into the non-positive results category. The efforts of State Prime Sponsor Programs are somewhat more apparent. State Primes enrolled 14 percent of out-of-school/high school drop-out youth and expected negative completions to be seven percent of all terminations.

The Department of Labor should require a breakout of at least two significant segments and specific goals should be documented. These segments are out-of-school youth, and in-school youth.

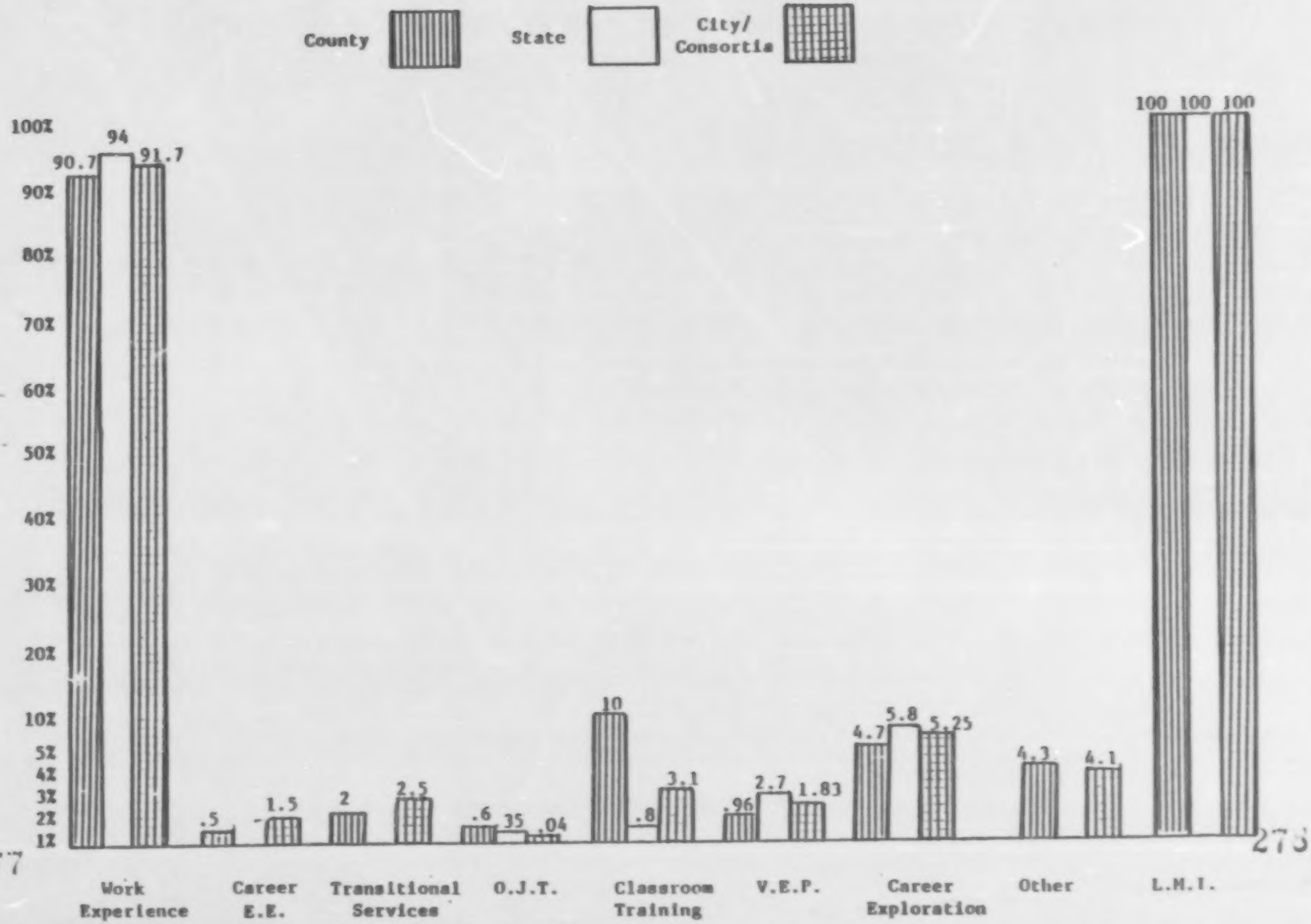
	SERVICE TARGETING					
	Percent of Primes With This Significant Seg.			Percent of Total Enrolled (All Primes)		
	County	State	City/ Consort.	County	State	City/ Consort.
Black	15	43	29	3	7	8
Women	20	29	42	8	15	20
* Drop Out	30	71	41	4	7	5
* Out-of-School	25	29	0	6	7	0
Potential Drop Out	10	0	0	3	0	0
Hispanic	20	14	25	15	1	4
Native American	15	14	12	1	2	.4
Offender	45	71	21	3	6	1.2
Disadvantaged	50	0	NA	48	0	43
Minority	30	43	17	5	18	11
Handicapped	25	57	29	1	2	.6
Welfare	50	29	25	12	2	7
In School	5	0	0	7	0	0
Single Parent	5	29	0	1	2	0
* Non-Positive Rate				9	7	9.5

SPEDY ACTIVITIES

SPEDY plans range from those which provide complete documentation of all activities and appear to be "laboratories of innovation", to those which provide a "trust" plan. The former offers an excellent opportunity to examine exactly what is being provided, to expand knowledge, and to distribute knowledge to other Prime Sponsors. The latter are so vague that we have termed them "trust" plans because the funding source is not informed as to the activities, procedures nor processes which will be undertaken. Obviously SPEDY is not a competitively funded program. It is a formula funds distribution program. None the less, a number of Prime Sponsors are carrying out small exploratory and innovative approches to youth employment and training.

Work Experience continued to be the major program activity being provided to over 90 percent of the SPEDY youth, but it is far from the only service being provided. All participants were provided vocational counseling and labor market information. Similarly, all received orientation services, and many included a module regarding the "world of work" and how to negotiate the "transition from school to work". Remedial education and G.E.D. services were available to all participants at all Prime Sponsors reviewed. Supportive services, such as transportation, legal referrals, health screening, child care, work tools and work clothing were, although unquantified, available on an individualized basis.

ACTIVITY DISTRIBUTION



Approximately one of each seven participants was enrolled in more than one activity. Examples of these include:

- Work Experience was sequenced to include modules of classroom vocational training;
- Academic training was sequenced with other activities;
- Job sampling stations became part of the worksite/training assignment, and thus preceeded Work Experience at five percent of the Primes.

Numerous Prime Sponsors indicated a desire to provide OJT in the private sector, but expressed deep concern over the prognosis for accomplishing this. As the data indicates, OJT is being provided to less than one percent of the summer youth. (If this is to be accomplished, it should be targeted to out-of-school youth, should maintain the "hire then train" philosophy, and must provide for continuity of services via transfers to on-going programs. With this format, the needs of out-of-school youth would be more adequately addressed and personnel patterns of the employer would not be interrupted.)

Occupational Exploration was provided to 7.6 percent of the youth. Two modalities have developed to accomplish multiple exposures for each participant.

1. Vocational Exploration in the private sector (VEPS)
2. Career Exploration in vocational class (CEVC)
    A. Junior Achievement
    B. CAVE
    C. Vocational Technical Modules
    D. Vocational Technical/Job Site Split

A third model may be developing, but as yet is too underdeveloped and under documented as to present a clear picture of either its existence or incidence. This model involves rotating youth through various Work Experience sites. One difficulty of this approach is due to the difference between VEPS and this model. In the VEPS activity, the private sector employer expects that the youth will actually be a non-productive observer, with at best a limited "hands on" experience. On the other hand, public sector and private non-profit organizations providing work experience sites expect full youth participation and productive labor. Thus, hands on training and involvement are prevalent. Rotating youth through this type of agency diverts full time employee energy and reduces overall productivity. Here the youth is not merely an observer, the youth is a worker and workers take time to instruct and supervise.

Vocational exploration of multiple occupations requires extensive management. Client sequencing is crucial and there is little doubt that organizations accepting observers are going out of their way to accommodate youth. Because of these inherent conditions, occupational exploration is remaining small and targeted primarily to out-of-school youth.

Work Experience as a mechanism to provide opportunities for Vocational Exploration is a definite consideration. At its broadest interpretation, any exposure to job activities provides vocational exploration. Under this definition, the vast majority of programs paid careful attention to the selection of worksites which would provide a positive and productive experience for the youth. Sites were selected and monitored to assure structured, well supervised work. Monitoring and assessment addressed productive utilization of youth, and positive benefits of the work performed was a consideration for half of the Prime Sponsors. Developing positive work habits and attitudes of youthful participants was an over all goal of most Prime Sponsors. Thus, each youth enrolled in Work Experience participated in the exploration of at least one occupation, and was provided with the opportunity to contribute to the productivity of his/her worksite.

Academic crediting, both within YEDPA and SPEDY, stresses the improvement of the "relationship between education and work through the provision of academic credit for competencies gained on the job". Although most Prime Sponsors attempted to negotiate segments with local education agencies for the provision of academic credit, very few were successful. In general, the intent to provide credit for competencies gained on the job is not being met.

The few Prime Sponsors which have negotiated such agreements have taken an intermediate step toward job competency crediting. Current academic crediting is, in a great majority of such programs, limited to awarding credit for:

1. Remedial education;
2. Vocational classroom training;
3. Career exploration in vocational classroom;
4. Elective credits only (of little help to the student who is a poor performer in core academic courses).

Those Prime Sponsors with academic credit programs usually have classroom training sub-grants with the academic institutions granting credit. Therefore, not only is credit not granted for work related competencies, but when it is granted, it is usually because the Prime Sponsor was flexible enough to enroll and pay for a student to participate in a form of summer school.

Given that this is a new effort with a major focus under YEDPA, we would agree with the Prime Sponsor who addressed the SGA by stating that academic credit under SPEDY is "too much, too soon".

Although academic credit currently is not linked to competencies gained on the job, Prime Sponsors are responsive to the needs of youth who need remedial and other education services to remain in, or return to school.

Fifty percent of the County Prime Sponsors, and 14 percent of the State Prime Sponsors, indicate that agreements have been reached with the LEA's and/or colleges to provide academic credit to SPEDY participants who are enrolled in specific types of classroom training. The rest of the Prime Sponsors attempted, but have not implemented such programs, or have a more restrictive definition of "academic credit for job competencies" and thus have not indicated that academic credit is provided for remedial education, career exploration, or vocational classroom training. Approximately five percent of both County and State Primes indicated that progress was being made to gain credit for Work Experience participants. (One program stated that one academic elective credit for 300 hours of qualified Work Experience may be granted on an individual basis.)

The following Program Sponsors are examples of some arrangements for receiving academic credit:

1. Massachusetts, Balance of State
   * Learn and Earn Programs (Yarmouth, Chelsea, Quincy sub-grantees)
   * Classroom Training
   * Work Experience (limited if alone) and classroom training (stable)

2. Saginaw County, Michigan
   * Classroom training
     a. One half credit, high school elective
     b. Three semester hours: Delta College
     c. Six semester hours: Central Michigan University

3. Washhoe County, Nevada
   * Classroom Training (remedial education, math and languages)

4. Cleveland County, Oklahoma
   * Classroom Training (one half unit with Career Exploration)

5. Webb County, Texas
   * Classroom Training

6. Rensselaer County, New York
   * Work Experience (one credit for individualized Work Experience)

7. Scott County, Iowa
   - Vocational Exploration Program - Local Education Agency sub-grantee
   - Classroom Training - Local Education Agency sub-grantee
   - Upward Bound
8. Dutcher County
   - Classroom Training - Remedial Education
   - CALM
9. Rock Island, Illinois
   - Concurrent enrollment into Remedial Education
10. Stanislaus County, California
    - Vocational Exploration Program
    - Employment Opportunity Program

The above Prime Sponsors' plans demonstrate significant success in granting academic credit for specific clients. The approaches assure a comprehensive experience which maximizes opportunities for work and education.

SUMMARY

Conclusions:

1. The FY '78 SPEDY plans exhibit a strong relationship with the Department of Labor's Grant Application Package. However, purposes are myriad and overly diffuse for the brief summer program. There is a strong correlation between the SGA's stated examples of purposes and the purposes stated in the Prime Sponsor's Plans. Planning began early with much effort going to careful worksite establishment, supervisory and staff training, and comprehensive services. However SPEDY does not appear to be a part of a Prime Sponsor's overall youth strategy. Although CETA has been in existence since 1973, comprehensive youth strategies were not seriously considered until the YEDPA efforts in 1978. Continued Department of Labor emphasis, linked with increased training and technical assistance, may be effective methods of continuing the rapid strides made, and hopefully will result in increased continuity of services. Interfacing will be facilitated by the comprehensiveness of the SPEDY Program, albeit brief.
2. Monitoring and assessment functions are well implemented and focused; and are structured to gain knowledge which can be applied to improving future programs. Past experience gained from monitoring and assessing past programs played a key role in the design of this year's program.
3. Expected results and benefits are prolific. Goals related to significant segments are generally not being measured. Many results and benefits are actually activities (e.g. receiving vocational counseling, participation in remedial education). Others are intangible but common to the CETA

philosophy (e.g. develop work habits, good attitudes, values clarification, self direction). Others, which may be measured, are not (e.g. obtain G.E.D., develop labor market knowledge). Results and benefits relate to program goals and they outline programs which offer a comprehensive array of services, but their gains are unmeasured.

4. Occupational Exploration is occurring in/within three formats. Private sector exploration accounts for about one half of the seven percent exploratory programs. The next major delivery format is modular vocational training programs of classroom training, and a small number of programs are attempting Work Experience rotation. Where these programs exist they are targeted to out of school youth.
5. Academic credit is generally not being provided for competencies gained on the job.

APPENDIX

SITE SELECTION CRITERIA	
Worthwhile Work	88%
Site Supervision	75%
Training Value	29%
Employability Development	8%
Community Needs	8%

SUBGRANT SERVICES
Percent of Subgranting

	Work Experience	Labor Market Information	O.J.T.	Classroom Training	Remedial Education
State	95	100	INA	100	100
County	28	14	INA	70	56
City/Consortia	87	54	INA	91	100

METHODS OF PARTICIPANT RECRUITMENT	
Printed Materials	90%
Radio	72%
Newspapers	54%
Other	18%

APPENDIX

AGENTS OF RECRUITMENT	
Prime Sponsor	96%
Schools	96%
Community Based Organizations	80%
Employment Service	48%
Human Service Agency	36%
Youth Agency	48%
Government Unit	20%

PARTICIPANT ORIENTATION (CONTENT)	
Rights and Benefits	92%
SPEDY Information	96%
Activity Assignment	78%
Rules and Regulations	62%
Labor Market Orientation	36%
CETA Information	6%
Not Indicated	4%

SUPPORTIVE SERVICES	
Transporation	48%
Child Care	20%
Legal Services	36%
Health	48%
Tools, etc.	12%

U.S. Department of Labor

Employment and Training Administration
Office of Youth Programs
Washington, D.C.

The 1978 SPEDY Plans and the Ten Principles

By: Howard W. Hallman

OCTOBER 1978

THE 1978 SPEDY PLANS AND THE TEN PRINCIPLES

by Howard W. Hallman*

When the series of new youth employment programs were getting underway last year, the Office of Youth Programs adopted A Planning Charter for the Youth Employment and Demonstration Projects Act of 1977. As part of the fundamental approach to implementing congressional objectives, this Planning Charter articulated ten principles.

The Summer Program for Economically Disadvantaged Youth (SPEDY) was already in existence, authorized previously by the Comprehensive Employment and Training Act of 1973 (CETA). Although the ten principles were not written to guide SPEDY nor was the 1978 SPEDY grant application package designed to apply the ten principles, it is instructive to explore to what extent 1978 SPEDY plans contain elements which carry out the ten principles. This report does this through an analysis of 51 SPEDY plans (20 counties, 16 consortia, 8 cities, and 7 states). The quotations of the ten principles are taken from the Planning Charter.

1. Knowledge Development

Principle: "Knowledge development is a primary aim of the new youth programs."

Because the Youth Employment and Demonstration Projects Act of 1977 (YEDPA) authorizes a series of temporary, experimental programs, the Planning Charter places considerable emphasis upon developing and applying new knowledge. In contrast, SPEDY is an established program, and the 1978 SPEDY grant application package (GAP) issued by the Department of Labor does not articulate a knowledge development strategy and does not specifically call upon prime sponsors to describe what they are doing in terms of knowledge development. Nevertheless, it is possible to read into some of the plans a certain degree of knowledge development.

Purposeful learning. None of the 51 sample plans use the knowledge development lingo from the Planning Charter. They were not expected to, for the GAP has no reference at all to the Planning Charter. Nevertheless, a few of them give some indication of purposeful learning. For instance, the Penobscot/Hancock (Maine) Consortium speaks of a building block approach to introduce and test new methods. Duluth, Minnesota is applying a new program from knowledge developed from last year's experience. Various other sponsors are also paying more attention to program evaluation as a learning tool which can lead to program improvements.

Comment: Even though SPEDY has a different legislative basis than the new youth programs, it would be desirable to ask prime sponsors to be more specific about innovations they are undertaking and their learning process geared to program improvements. This, though, does not necessarily have to be called "knowledge development", which may be a little too scholarly for these practitioners.

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*Based upon Hallman's analysis of 1978 SPEDY plans of 24 city and consortium prime sponsors and data derived from analysis of 1978 SPEDY plans of seven state and 20 county prime sponsors by Jeffrey Holmes.

Program changes. Alteration of the local SPEDY program from what was done previously constitutes a kind of knowledge development, if done for clear reasons and if evaluated for the effects of the changes. Thus, three-fifths of the city and consortium plans reviewed indicate changes from the past summer's program. For some the changes deal with new efforts of vocational exploration and other career-related activities while others relate to new approaches to coordination, linkages, and fitting SPEDY into a broader youth program.

Innovative projects. The biggest dose of knowledge development in SPEDY comes in its innovative projects. In keeping with the Department's emphasis upon career exploration, most innovative projects highlighted in the SPEDY plans relate to career exploration and provision of labor market information. In addition, a few prime sponsors claim other kinds of innovations, such as the intention of the Trico CETA Consortium in Wisconsin to embark upon a special program serving migrant youth, and Denver's description of a cultural arts program designed to let youth develop their talents in various arts as well as contributing to the cultural life of the community.

Comment: The Denver example deals with an activity which has been done elsewhere previously, but it appears to be new to Denver. Thus, when an outsider analyzes a local plan, he or she should distinguish between innovations which are new or almost new nationally and those which bring developed ideas into use for the first time in a particular community.

Career exploration. Because of the Department's emphasis upon career exploration, the 1978 SPEDY program can be seen in part as an action laboratory for testing new methods. ~~This~~ is occurring in several ways.

The basic model is now the Vocational Exploration Program (VEP), which is a national demonstration being conducted jointly by the National Alliance of Businessmen (NAB) and the Human Resources Development Institute (HRDI) of the AFL-CIO. A number of the localities in the sample have a NAB-HRDI VEP underway, usually operating separate from the prime sponsor. In addition, there was one to be undertaken solely with SPEDY funds on a small scale. Run by the Massilon (Ohio) Urban League, the plan calls for ten youth to get exposure to jobs in banking, communications (newspapers and radio), fashion design, insurance, veterinary work, and day care. Over the summer each participant is supposed to spend a period of time with three different employers where the enrollees will have "shadowing" and "hands on" experience but will perform no work contributing to sales or profit.

A variation occurs where career exploration is offered in a vocational class. This goes by such names as Junior Achievement, Career Awareness through Vocational Education (CAVE), vocational technical modules, and vocational technical/job site split.

Comment: It would be useful to supply to prime sponsors in early January some descriptions of innovative projects carried out successfully in other localities. This will help the more imaginative prime sponsors to adapt these examples to their local situation. It might also be useful to outline one or two models which have never been fully tried, or at least not fully developed (such as job rotation). All such guidance about innovative projects should be descriptive rather than prescriptive in order to avoid an inflexible, made-in-Washington program which does not fit local conditions.

Also there needs to be some clarification by the Department of the definitions, practices, and procedures for various activities which interchangeably and haphazardly comprise vocational exploration, career awareness, career development, labor market information, occupational information, pre-employment job search, et cetera. A commonly accepted and understood terminology should be developed and uniformily applied in program design, operation, and evaluation in this program area.

2. Youth Work Experience

Principle: "The content and quality of work experience must be improved."

Since over 90 percent of SPEDY participants are in work experience programs, application of this principle is highly important to the summer program. It gets expressed in a number of ways.

Intake, assessment, assignment. The GAP asks for descriptions of methods for recruitment and selection, intake, eligibility and verification, assessment, assignment, and orientation of participants. By and large SPEDY plans provide the information requested, but they do not indicate what specific steps are being undertaken to improve the quality of this process. This might be something to ask for specifically in a future GAP (realizing that well-run programs may have less need for changes.)

The GAP asks specifically what special recruitment methods are to be used for dropouts. Most plans respond, but many of the plans do not give clear statistics on number of in-school and out-of-school youth to be served, and very little on what program differentiation there might be for these two groups. This distinction deserves more emphasis, not only for recruitment but also for other activities all the way through transition at the end of the summer.

Worksite selection. Many SPEDY plans describe some improvements in worksite selection. About half the prime sponsors in the sample say they are taking into account past experience with worksite operators when they choose the operators for the coming summer. Three-fourths of the prime sponsors indicate some kind of RFP process so that competitive selection can serve as a stimulus to high quality performance. Almost all the plans emphasize worthwhile work, and the majority of them speak of the importance of onsite supervision. But the plans give less attention to the potential for skill development, the value of work assignments for career exploration, and the relationship of the jobs to local labor market demand. Relatively little attention is paid to the work output and its contribution to the community. These last-mentioned matters deserve more consideration.

Worksite agreements. The same emphasis upon quality of worksite supervision carries over into the sample worksite agreements included in SPEDY plans (and also into the intended monitoring procedures). The plans express a concern for working conditions, health and safety, and conformity to SPEDY rules and regulations, but they give less attention to youth performance and the community benefit of the work. (Although the 1977 Planning Charter indicates that the national Office of Youth Programs will develop some measures of work output which can be used locally, the study to provide such measures is not yet completed.)

Labor market orientation. Many of the SPEDY plans indicate that the prime sponsors intend to couple labor market orientation with work experience. Some sponsors intend to do this in a group setting, such as workshops, seminars, regular classes; others prefer an individualized approach as part of counseling and assessment; and a few rely on the work-experience operators to convey labor market information.

For example, the Colorado Springs/El Paso County CETA Consortium provides labor market information through its own terminals hooked into the Colorado Career Information System, and Pikes Peak Community College is offering 100 enrollees 40 hours of paid vocational interest and career exploration concurrently with their participation in work experience. The Winne-Fond Consortium in Wisconsin indicated an intent to provide at least 70 percent of the youth with an employer seminar to explain what employers look for in hiring new employees, types of skills for entry and higher level occupations, and education and/or knowledge required to do the job. A plant tour is indicated.

Other variations of combining work experience and labor market information include work experience sequenced to modules of classroom vocational training, academic training tied to work activities, and job sampling stations as part of the worksite or training assignment.

Comment: The plans suggest that there is a lot of ferment among prime sponsors in tying labor market orientation and career exploration to work experience. The Department should make a concerted effort to retrieve the lessons learned and the knowledge gained from these efforts in the summer of 1978.

3. Youth Participation

Principle: "Youth participation should be emphasized."

All 51 prime sponsors in the sample have set up a youth council. Of these one-third identify no youth members (there may be some but the plans do not indicate it). Of the two-thirds of the youth councils with youth members indicated, the median youth membership is one-eighth of all members. However, one city has a youth majority and one consortium has half youth on its youth council. The plans themselves give no indication of how frequently youth members attended or the quality of their participation in planning.

The SPEDY plans do not tell a lot about what the youth councils do. Presumably they review the program proposals developed by staff. According to the 1978 plans, about one-fifth of the planning councils have had a role in selecting worksites and operators, and about one-fifth were to have a role in monitoring program operations. So even if youth were fully active in the youth councils (and other studies have indicated that they are not), the majority of the councils are not very heavily involved in the planning process.

As to program delivery, only three of the 24 city and consortium plans show youth in administrative positions and in these three only a small number are so employed. However, many of the work experience positions are in service delivery, including a sizable number of jobs where youth are providing services to children and other youth as day care aides, recreation leaders, camp staff, teacher aides, tutors, and junior counselors. But with this exception, youth involvement is minimal in SPEDY's decisionmaking, design, and administration.

Comment: The 1978 SPEDY plans show that youth participation is the least applied of the ten principles.

4. Targeting

Principle: "Resources should go to those in greatest need."

SPEDY's name and basic rules make it target upon economically disadvantaged youth. The plans indicate basic compliance with this minimum requirement. Beyond that the prime sponsors are required to describe the significant segments of the population they intend to serve. However, only two out of five prime sponsors identified particular target groups. The groups most frequently mentioned were females, dropouts, minorities (particularly black and Hispanic), and welfare recipients.

However, even where prime sponsors define significant segments, few special services and program activities are specifically related to these different groups. Even when the GAP asks for a description of services to special target groups, such as handicapped, juvenile offenders, and veterans, many plans are not very specific. But a few plans mention work experience assignments the handicapped can handle and counseling for juvenile offenders. Most prime sponsors do not expect many veterans to enroll, though they are willing to give them special consideration if they do.

Thus, on the whole the SPEDY plans offer a diffuse effort to enroll a broad cross-section of economically disadvantaged youth and to provide services crosscutting all significant segments. This is not necessarily unsound, but it does suggest insufficient attention to the special needs of school dropouts, particularly helping them achieve satisfactory transition to further training or unsubsidized employment.

5. Substitution

Principle: "Substitution must be avoided."

SPEDY plans are generally unenlightening on this issue. There is no indication that there is substitution of SPEDY funds for local revenues, but there is no requirement that they describe how substitution is to be prevented.

6. Overhead

Principle: "Overhead must be minimized."

Application of this principle can be reviewed in several ways: by looking at the portion of funds used for administration; the share going to youth wages, fringe benefits, and allowances; and the percentage utilized for training, worksite supervision, and services. This is done for 22 city and consortium prime sponsors (in the sample of 24, one plan does not provide cost breakdowns and the other has an arithmetic error and has to be discarded).

In the sample of 22 prime sponsors, the median proportion going for administration is eight percent, but about two-fifths of the prime sponsors spend between ten and 20 percent for administration. The median share of wages, fringes, and allowances is 81 percent of the budget, but one-eighth of the prime sponsors use less than 75 percent of their funds for this purpose.

All 22 prime sponsors in the sample assign funds to services, with a median of 5.2 percent. About three-fourths of the prime sponsors show spending for training, and most of these use less than five percent for this purpose. About one out of five earmark funds for worksite supervision, usually under ten percent of the budget.

7. Institutional Change

The Planning Charter of August 1977 stated the seventh principle as follows: "The new youth programs are not the cutting edge for institutional change." It was modified in the report of March 1978 entitled Youth Initiatives to indicate: "Institutional change should be promoted but not forced." The discussion in the latter emphasized linkages with local education agencies, labor unions, and the private business sector.

Educational agencies. The 1978 SPEDY GAP indicates that a major program emphasis should be "improving the relationship between education and work through the award of academic credit for competencies gained on the job." All 51 plans made some mention of the issue of academic credit, and two out of five indicated that they had worked out such arrangements. However, closer examination reveals that none of the prime sponsors had gotten a local education agency to agree to award academic credit solely for competencies gained on the job. Where it is happening, work experience is coupled with some kind of educational program, such as remedial education, vocational classroom training, or career exploration in a classroom setting. In short, the youth get summer school credit, usually as an elective course.

Comment: This analysis suggests basically a negative result of this GAP requirement, but it should not be interpreted entirely as failure. A start has been made on an endeavor which will take some time to achieve, particularly since rules for academic credit are set by a state agency in many states. As one prime sponsor observed, obtaining academic credit under SPEDY is expecting "too much, too soon." Nevertheless, the objective is worth pursuing, and the Department's emphasis has set in motion some forces which may eventually yield dividends.

Labor unions. According to the plans, involvement of labor unions in SPEDY occurs mostly through membership on the youth council. This is the case with three-fourths of the city and consortium prime sponsors. In addition, a few prime sponsors indicate they will be using labor representatives in labor market orientation, finding job sites, vocational exploration, and program orientation. Since the role of the youth council is not very significant in most places, labor union involvement appears to be nominal rather than substantive.

Private economic sector. Just about the same thing can be said for involvement of the private economic sector, but with some differences. Seven out of ten city and consortium prime sponsors include business and industry representatives on their youth councils. In the program their most frequent role is in labor market orientation, but in a few locales they have roles in job placement, vocational exploration, recruitment, program orientation, and job sites.

8. Delivery Agents

Principle: "Emphasis must be placed on approaches and delivery agents of demonstrated merit."

In Youth Initiatives the phrase "giving special consideration to community based groups" is added to this principle, thereby introducing some language from YEDPA and the regulations. The Planning Charter also talks about day-to-day monitoring under this principle.

Selection of delivery agents. Although the 1978 GAP asks prime sponsors to detail the criteria by which major service delivery agents are selected, the plans do not address this issue directly. Rather about all they do is discuss worksite selection, and this indirectly produces some agency selection criteria. But nothing is said about reasons for choosing the operators of educational and vocational exploration programs.

Use of CBOs. YEDPA's "special consideration for community-based organizations" does not officially apply to SPEDY, the GAP does not stress it, and prime sponsors do not either. Nevertheless, organizations based in minority communities and low income neighborhoods and other private nonprofit organizations play a role in local SPEDY endeavors. Thus, among the 24 city and consortium prime sponsors in the sample, slightly over half have at least one representative of a CBO from the disadvantaged community on the youth council. Some of the prime sponsors indicate they involve CBOs in recruitment, job sites, orientation, training, remedial education, labor market orientation, vocational exploration, and job placement.

Monitoring. Monitoring was another program emphasis in the GAP, and all the prime sponsors in our sample present a monitoring plan for work experience but not for other activities, such as classroom training and vocational exploration. In most cases monitoring is to be done by the prime sponsor itself, but in some places program agents or major subgrantees will have this responsibility. The task will be performed mostly by individual monitors, counselors, or work coordinators, but there are a few instances where teams from fiscal and administrative departments will be involved. In most cases monitoring will check on contractual obligations and adherence to the SPEDY regulations. Specific items mentioned in a majority of plans are worksite supervision, health and safety, and time records. Somewhat less than half of the plans state that youth performance and benefit of the work will be monitored. The plans also describe what kind of corrective actions will be taken, and the time frame. Thus, SPEDY has succeeded in instituting a local monitoring system in virtually every prime sponsorship.

9. Coordination

In the Planning Charter the ninth principle states: "The development of a separate employment and training delivery system for youth is not encouraged." This was rephrased in Youth Initiatives to read that "new efforts must be integrated with existing programs for youth." This implies that the Office of Youth Programs is willing to have a separate service program for youth as long as the various components are integrated. The SPEDY GAP seems to take this modified approach, for among its major program emphases is "integration of the Summer Program and the overall youth employment development strategy of the prime sponsor."

The 51 SPEDY plans in the sample suggest that the summer program is basically a separate entity, almost always administered completely apart from CETA Title I activities with its own mechanism for intake and assignment, orientation, work experience, and training. In the majority of locales SPEDY does not seem to be tied together with other youth employment programs, at least as far as the plans reveal. However, more of this may be occuring than these documents indicate, for the GAP never specifically asks prime sponsors to discuss how SPEDY fits into an overall youth employment strategy.

Comment: If the Department wants SPEDY to be closely integrated with other youth programs and the whole CETA system, the GAP should articulate this more specifically. In addition, increased training and technical assistance may be needed to bring this about.

Transition. The bulk of the SPEDY enrollees are in-school youth, and most prime sponsors expect them to return to school in the fall. For that reason, the plans do not go into transition methods in much depth. A few of them speak of youth transferring from an existing program, especially Youth Employment and Training (YETP) into SPEDY, and some of them call for transfers to YETP, Title I activities, and Youth Community Conservation and Improvement Projects (YCCIP) at the end of the summer, but data contained in the plans indicate that relatively few enrollees are slated for this kind of transition. The plans are particularly vague about the future of out-of-school youth enrolled in SPEDY, or youth who were in school in the spring but will not go back in the fall. A few of them mention job placement, but they lack specificity on how they will help these youth get into jobs.

Comment: Provision for adequate transition is one of the weakest parts of SPEDY's work experience activities, at least as revealed in the sample of 51 plans.

Linkages with SESA. One other piece of program integration is the relationship of local SPEDY operations to the state employment security agency. The 24 city and consortium plans reveal that the SESA is represented on nearly 80 percent of the youth councils. In a majority of locales, the state employment service participates in recruitment, and in two-fifths of the programs, it handles job placement. In a few places the SESA is involved in labor market orientation and program orientation.

These data reveal something about SPEDY as well as about prime sponsor-employment service relationships. Since most localities emphasize in-school youth, local educational agencies are the most frequent recruiters in addition to the prime sponsor. And since relatively little stress is placed upon transition of out-of-school youth at the completion of SPEDY, the job placement capability of the employment service is not called upon by the majority of prime sponsors.

Comment: More attention to job placement would probably increase the employment service's role at the end of the summer program, but if more emphasis were placed upon recruitment of school dropouts, it is more likely that CBOs and specialized youth agencies would have greater capability of recruiting them than the typical employment service operation.

10. Temporary Measures

Principle: "The new youth programs are not permanent."

This may be true of YEDPA, which started with funding for one year, but it is less true of SPEDY, which has an ancestry going back into the 1960s. However, SPEDY is an evolving program, so this makes the knowledge development matters discussed in the first part of this section all the more important.

Program assessment. This means that program assessment should be an important part of the program, and this is yet another emphasis of the 1978 SPEDY GAP. Almost all of the 51 plans have something on this subject. Nearly eighty percent discuss procedures for assessing the overall program, and the same proportion indicate an intent to assess worksite performance.

Two-thirds say they will use the assessment data to chart the future course of the program. In short, a sizable majority of prime sponsors reveal an intent to relate knowledge gained in this year's program to planning for next year.

"SPEDY" PROGRAM ADJUSTMENTS TO PROPOSITION THIRTEEN BY EIGHT CALIFORNIA PRIME SPONSORS

Robert Singleton

February 1979

OFFICE OF YOUTH PROGRAMS SPECIAL REPORT NUMBER 26

OVERVIEW

This report analyzes the impact of the Jarvis-Gann Tax Limitation Amendment (Proposition 13) on the implementation in eight California locations of the Summer Program for Economically Disadvantaged Youth (SPEDY). The purpose of this study was to gain greater insight into some of the problems posed by local revenue cutbacks for youth employment and training programs, since actions similar to Jarvis-Gann are being taken in various other states. The study suggests that there are both adjustment problems when reprograming is demanded on short notice, and longer-term implications. SPEDY program administrators in California had to address effects such as the loss of job slots in local public and State agencies, cancellation of worksites altogether and the closing down of public schools and other agencies which had formerly provided support and remedial activities to SPEDY enrollees at either minimal or no costs to SPEDY programs. The SPEDY programs facing problems of this kind were in most cases able to locate other worksites and absorb some of the costs of program activities which now charged fees for services. However, the quality of some of the summer programs was affected, particularly those which could no longer rely on agencies such as the schools to serve severely disadvantaged youth with special needs. Also, youth frequently had to be placed in job slots which did not accomodate their interests or abilities.

The experiences of these eight SPEDY programs in California in coping with local revenue crises raises several important issues for the SPEDY program administrators who could face similar fiscal dilemmas. They may need to identify alternative funding and service resources to maintain the quality of their programs and their programs' responsiveness to the special needs of youth. SPEDY programs should also look at the possibilities for encouraging more private sector involvement through the expansion of VEP programs to supplement public sector worksites. Contingency planning is needed at an early stage where revenue reduction measures have been passed or appear likely. In areas where this occurs. it is likely that the proportion of funds going to wages and salaries of youth will decline as the "extras" previously provided for free must be paid for from summer funds.

ROBERT TAGGART
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Office of Youth Programs

REPORT

"SPEDY" PROGRAM ADJUSTMENTS TO PROPOSITION THIRTEEN BY EIGHT CALIFORNIA PRIME SPONSORS

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ABSTRACT

The most devastating effects of Proposition 13 on SPEDY in California were not the loss of job slots or violations of maintenance of effort regulations, but the increased operating costs and reduced quality of the program. Local agencies such as the schools, parks and public works, which had an incentive to cooperate in the past in the provision of support services, facilities and worksites for SPEDY clients at minimal costs, now had to begin to look first at their own survival prospects, and to replace the revenues and manpower that Proposition 13 threatened or took away.

While the cost increases can probably be measured, existing data cannot accurately estimate the diminished quality of the work experiences and suppor services.

Proposition 13 and its progeny passed because officials failed to heed the cry of taxpayers to lower taxes and cut the budget surplus in California (and in a large number of other states with high and increasing taxes and surpluses).

The measure limits property tax rates and makes it more difficult to increase other state and local taxes. It reduced the property tax revenues of California local governments by some $7 billion in fiscal year 1978-79, but spending cutbacks will not be as deep as the loss because the state has "bailed-out" the local governments with $4 billion of its surplus; because some local governments have surpluses in reserve; and because some jurisdictions will raise fees, users' charges and nonproperty taxes.

While the state bail-out bill postpones the impact on the local agenci earlier overreaction had done much damage to SPEDY programs at the very time they were to implement plans developed over the past five to six months. The damage took many forms, including reneging on job slot requests and support services by SPEDY employers and service providers, and imposition of, or increases in, fees by museums, transit lines, etc. After the bail-out, many of these agencies reversed themselves and renewed their original requests, or recommitted to provide services to the program, but a few important agencies -- notably the schools -- were closed down by July 1, and could not fulfill their contracts on the original terms.

Those SPEDY programs fared best whose prime sponsor representatives insisted on sticking to the original plan, since most uncertain agencies ultimately were able to participate. But the cost of implementing the plans increased, since formerly free or inexpensive services were now available only at cost. The increased costs, fortunately, were easily met once the "summer supplement" was received.

Those programs that allowed the plan to break down experienced more u expected effects on vital linkages among agencies long taken for granted. The result for many was temporary chaos. Prime sponsors were invariable in a better position than subcontractors to initiate or reestablish interagency cooperation agreements, which permitted all to "stick to the plan."

These higher costs of operating SPEDY in 1978-79 will be staggering in future years, because there will be less surplus for bail-out purposes. Subcontractors will have to negotiate with prime sponsors to build these increases in the contract, and prime sponsors will have to negotiate the increases into the funding formulae for new obligational authority.

At the program operation level, the main effects of Proposition 13 on SPEDY was the necessity to develop a large number of new jobs, to postpone the matching of the youth with the jobs until the uncertainties were resolved, and to look for new areas of unsubsidized employment for SPEDY graduates, in the place of frozen state and, sometimes, local jobs.

At the participant level, Proposition 13 produced many disappointments especially for returnees from prior summers, who were usually looking forward to the "career ladder" placements that some SPEDY programs offer to remunerate older youths with jobs, responsibilities, and pay rates slightly better than first-timers. Despite the disappointments, site supervisors insisted that there were few discipline problems, even when delays and poor planning led to disorganization and makework.

In the final analysis, the main casualties of Proposition 13 were the multiple disadvantaged participants. Those who needed the most remediation, career guidance, job awareness training and counseling found this summer that half of the eight programs were forced to cancel many of these services.

FINAL REPORT

"SPEDY" PROGRAM ADJUSTMENTS
TO PROPOSITION THIRTEEN
BY EIGHT CALIFONIA PRIME SPONSORS

1. INTRODUCTION AND SUMMARY

This is a report on a study of eight[1] of the thirty-seven prime spon of the 1978 Summer Program for Economically Disadvantaged Youth (SPEDY) in California. The study was commissioned by the Office of Community Youth Employment Programs in order to ascertain whether the historical coincidence of the Jarvis-Gann tax limitation amedment to the California Constitution and the planned implementation of the SPEDY program in Summer 1978 contain any lessons for future summers, for other states, or for other employment a training programs.

The Jarvis-Gann Initiative, which qualified as Proposition number 13 the June 1978 primary ballot in California, was an impressive manifestation of the "taxpayers revolt" that is said to be sweeping the country. After their victory in California, the co-authors--Howard Jarvis and Paul Gann--declared their intention to continue to assist in its replication across th country via state taxpayers organizations and a National Tax Limitation Committee formed by them.

In brief, Proposition 13's direct local effects were 57% reduction i the availability of funds needed to provide public services, and a subseque centralization of local fiscal policy by the State, by means of a "bail-out" bill that replaced $4 billion in local revenues cut out by Proposition 13.

SPEDY was a victim of the uncertainty that existed after Proposition had passed (June 6), but before the State bailed out localities (July 1).[2] Six to eight months of complex planning was supposed to be implemented duri this period, but agencies were reneging on contracts for worksites and services in order to stay within the bounds of the more pessimistic budgets th they might have been forced to adopt.

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[1] The eight prime sponsors visited were Fresno City/County, Glendale Los Angeles City, Monterey County, Oakland City, Sacramento/Yolo Consortium San Francisco City/County and San Diego Regional Employment and Training Consortium.

[2] The bail-out bill was really a package of two bills (SB 154 and SB called the Proposition 13 implementation bills) and the Budget Bill.

In addition, the cutbacks, when they did occur, raised the specter of the maintenance of effort issue.[3] Prime sponsors had to investigate sites that, they suspected, planned to use SPEDY youth in jobs vacated by victims of Proposition 13. The dilemma could not be resolved until after the State specified the amount it would distribute to localities.

This study was commissioned in late July in order to catch the programs in action, while the many temporary summer employees and participants were still available, and while the program changes made to adapt to Proposition 13 were still fresh in their memories.

In summary, the methods used to collect data from the eight prime sponsors, their program operators and clients are described hereafter. The principal investigator interviewed people involved with SPEDY, beginning with the Director of the Regional Office of the Employment and Training Administration, who introduced the principal investigator to various federal representatives, and authorized him to review the management information system that they maintain. The Regional Director and the federal representatives then introduced the writer to the prime sponsor representatives by letter and by telephone. Local interviews were then conducted in eight areas, beginning each time with the prime sponsor representative, who then introduced the writer to all of the other key persons in the SPEDY program.

Responses to the field test of the data collection instruments suggested categorization of the information by effects experienced by all (or a majority) of prime sponsors vs. those which were unique to one (or a minority). Detail about the responses according to this breakdown into "common" and "unique" effects of Proposition 13 is provided in Sections III and IV respectively.

In summary, the common fall out of Proposition 13 on SPEDY was an increase in program costs due to the cutback or shutdown by agencies that traditionally provided linkages in the form of worksites, planned support services or low cost facilities needed by the SPEDY plan. Moreover, time consuming maintenance-of-effort investigations preoccupied many of the SPEDY staff at a time they were needed to check the adequacy of new facilities and worksites, to replace the sudden shutdowns and make similar repairs in the plan.

An example of unique fallout of Proposition 13 on SPEDY in one area visited was the domino effect of "job bumping" in a subcontracting agency. When the bumping was complete, all continuity in SPEDY leadership for the many years the program had been in operation was gone. Thus, while the effect was invisible to quantitative measurement, the quality of the program was reportedly lessened. In particular, some site supervisors indicated an intent to recommend disassociation because of the lack of follow-through this summer.

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[3] Maintenance of effort requirements of the CETA legislation mandate that a prime sponsor must maintain the level of services that it would have done without CETA funds, including employment levels in public agencies.

Broad implications of Proposition 13 for other states are discussed in Section IV. In summary, the November elections have already shown that "Jarvis Fever" is spreading, though not as rapidly as predicted by some. State and national taxpayer organizations are focusing their first efforts on those states that have constitutions that contain the initiative process. But many more states contain the seeds of revolt, i.e., high and increasing taxes and/or a large budget surplus.

II. PROPOSITION 13: ITS HISTORY AND IMPLICATIONS FOR SPEDY

A thorough understanding of the effects of Proposition 13 on SPEDY requires some background on the politics of the Jarvis-Gann initiative; the economics of the budgeting process, especially during periods of surplus; and the mechanics of youth manpower programs.

Background

One reason that Proposition 13 passed, according to the political pundits, was that the voters were angry that their property taxes continually rose while the state accumulated and failed to spend an enormous surplus. California had the fourth highest state/local per capita tax base in the country, including a six percent sales tax, a highly progressive income tax, and an efficient property assessment system that required reassessment at time of sale or every three years.[4] Thus, the property tax on California residences was one of the fastest growing in the nation.

In previous years, the Legislature repeatedly failed to enact property tax relief or income tax relief measures due to strong competing interests. Government expenditures and the number of employees had been growing at double-digit rates for years. The surplus was at first estimated at $3.5 billion, but the reform advocates perceived it as much higher. They were right! After the election, it was recomputed at over $5 billion.

Content of the Measure

What Proposition 13 did was the following:

It limits tax rates to one percent of the 1975-76 assessed value for both residential and business holdings.

It allows temporary increases in these rates only to service bonds approved by the voters before July 1, 1978.

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[4] U.S. News and World Report, October 23, 1978, p. 102

It prohibits the adoption of new taxes on property by the state or its localities.

It allows new "special" taxes (i.e., nonproperty) only with the approval of two-thirds of "qualified electors," i.e., local citizens registered to vote.

New state taxes now require a two-thirds vote of the state Legislature.

Effects of Proposition 13 on the Budgeting Process

The new law cut property tax bills by 57% or $7 billion.[5] But the lo revenues forced California's local governments to prepare their budgets to reflect the reduced spending until the state budget bill informed them of th amount of actual state surplus that would be poured out.

The reduced spending estimates immediately brought many localities in conflict with federal rules that require towns and cities to maintain their local spending effort in order to earn money from Washington.[6] In a report issued later, the General Accounting Office found that $900 million in CETA funds which employ 76,000 people in California were in jeopardy. The layoff of one regular employee, it indicated, triggers the firing of all CETA participants in that department. Moreover, legislation to extend the CETA programs, then being considered by the House, would tighten rather than ease this rule.[7]

Pandemonium reigned in city halls and county buildings as officials planning for the next fiscal year, starting July 1, 1978, struggled to cope with the loss of nearly 60% of their revenue. It was in the midst of all this that SPEDY plans were to be implemented.

Politically, the Governor had no choice after passage of Proposition 13. He cut his budget, froze state hiring, banned pay increases, and poured out the massive state surplus to bail out the local governments.[8] The Legislature followed suit by forming a super conference committee which reached agreement before July 1, 1978 on two bills designed to implement Proposition 13: SB 154 and SB 2212.[9]

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[5] California Journal, August 1978

[6] Maintenance of effort provisions, see footnote 4

[7] U.S. General Account Office, Report by the Controller General of the U.S., "Will Federal Assistance to California be Affected by Proposition 14?" August 10, 1978.

[8] California Journal, August 1978

[9] See footnote 2.

These bills bailed out local governments with $4.1 billion in grants 2.267 billion for schools, 1.48 billion for counties, 250 million for cities and 162 million for special districts.[10] Net revenue losses were reduced to proportions that local governments could manage with the collection of new fees. As we shall observe below, these fees also had a negative impact on the SPEDY program.

Mechanics of Youth Manpower Programs

The head-on collision between Proposition 13 and SPEDY came only after many months of planning had gone into each. Local budget planners were required to balance preliminary budgets within the constraints of their severel reduced revenue expectations, which mean rediculous cutbacks in services. But it was precisely many of these services that SPEDY relied upon in its planning to make the program work.

In a sense, SPEDY planning begins at the close of the prior summer program with an evaluation of the successes and failures.[11] A Final Report to the prime sponsor completes the summer's activity and the program lies dormant in most areas until more planning of the program is initiated in earnest around January or February. The Final Report is an input into the planning of the next summer's program. A new plan is developed and submitted to the various bodies appointed by the prime sponsor and its representative agency around March. Once the plan is approved, a skeleton staff is hired to develop the plan in earnest (or negotiate and administer the contract of the subcontractor if SPEDY is farmed out). In half of the cases studied here, part of the program was contracted out and part administered by the prime sponsor's contact persons.

By April, the prime sponsor's coordinator and/or the subcontractor has gotten the job development aspect of the program underway so that by May, the process of informing potential clients can begin and recruitment can take advantage of the last days of public school. By the time the schools recess, the process of matching clients with employer specifications is expected to proceed like clockwork. Ideally, the client is diagnosed and support services arranged to provide whatever he needs in addition to the work experience, such as labor market orientation, appropriate classroom training with academic credit, child care services for working mothers, etc.

Every prime sponsor stressed the tenuous nature of this planning process. If SPEDY is to provide that ideal balance between what the individual needs at this point in time and what the employer can provide, there must be a well-oiled machinery to deliver the services: to develop the job and monitor the success of the match, to evaluate the learning potential of the assigned tasks and assess the adequacy of the supervision, etc. In order to juggle all of these objectives, there must be agreement among all parties on a well-thought-out plan that reflects these objectives in a tangible, measurable way. Only if all of these requirements are met is the work experience likely to be a meaningful one for the client and a useful one to the employer. The essential difference between SPEDY and the old concepts of Neighborhood Youth Corps and Teen Posts is this model of human resource development that is captured in the term meaningful work experience."

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[10] Cry California, Fall 1978

[11] This section summarizes the descriptions of the eight prime sponsor representatives.

Implications of Proposition 13

Considering the above scenario, it is easy to comprehend the nature of problem that Proposition 13 represented for SPEDY. Its timing -- at the most critical point in the implementation of SPEDY; its point of impact on the local public agency and the enormity of the revenue gap it created -- $7 billion -- combined to make Proposition 13 appear almost designed to disrupt and suspend the delicate planning mechanism and agency interrelations that are the heart of SPEDY. In its stead was a frantic attempt to reallocate clients to less preferable worksites or to community-based organizations that were often already at their capacity. Moreover, hastily developed plans to make the new arrangements work were not nearly as well thought out as the original, which had some morale effects on the staff and clients alike.

Despite the devastating nature of the blow dealt to the SPEDY model by Proposition 13, there was little measurable evidence of massive disruption in most programs visible to the interviewer.[12] Most had met the challenge with redoubled determination and had, in quantitative terms, accomplished their goals of reallocation of jobs, investigation of violation of maintenance of effort prohibitions, etc. As we shall see in Sections III and IV, however, it was in the quality of the work experiences that this year's program differed from last year. It was more often the indirect, rather than the direct, efforts of Proposition 13 that dealt the heftiest blow. And it is these indirect efforts that deserve further analysis as Proposition 13 is replicated in other states and disrupts other manpower training programs.

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[14] One Prime sponsor representative remarked that, "Kids often rate themselves highest in the very same programs that evaluations prove lowest."

III. WIDESPREAD PROPOSITION 13 EFFECTS

Some program effects reported by interviewees were mentioned by all or a majority. Others seem to have been unique to one or two respondents. In this section, we report on the frequently mentioned responses, which seem, in turn, to be related to the respondent's place in the administrative hierarchy of SPEDY. Less frequently made observations are reported on in the next section.

Responses Made By Prime Sponsor Representatives and Youth Program Planners

A positive outcome of Proposition 13 mentioned by practically every prime sponsor representative was the immediate reaction to the problem on the part of the Regional Office. The Director of the Employment and Training Administration for the Western Region, William Haltigan, brought together all California prime sponsors in order to explain the legalities of alternate responses to the proposition and managed to clarify a number of other related issues at the same time.

The immediate topic of the meeting was, of course, a clear definition of what constituted violation of the maintenance of effort provision and the need to investigate suspicious cases. But the opportunity was provided also to discuss imaginative uses of the summer supplement, then certain, and the new regulations, which were issued after the planning for SPEDY had been done and many of the early recruitment efforts underway. A typical problem prime sponsors were able to voice was that the the new regulations required information which was simply not included on the recruitment applications, and the collection of it represented costly duplication of effort. Lastly, the Regional Director offered to contact all federal agencies with the strong recommendation that they take a second look at the opportunities existing in their shops to place the many SPEDY youth who were certain to be rejected by local agencies facing budget cutbacks.

While every prime sponsor representative reported some action taken to guard against a violation of maintenance of effort rules, none considered this much of a problem. Rather, Proposition 13 was seen as the source of qualitative problems. In the words of one prime sponsor representative, "SPEDY is mainly a tenuous web of linkage and hard-earned respect among the many organizations in the service delivery chain in their collective effort to deliver a 'meaningful work experience' to the client." But a work experience may be considered meaningful only when the gaps in the participant's skills and abilities are diagnosed and filled in. This takes a careful plan and caring people, from the top administrator to the manpower agency to the worksite supervisor. The real damage of Proposition 13, in the opinion of most prime sponsor representative and youth program planners, was the chaos and uncertainty that it caused in the short run, which ruined many months o careful planning.

Aside from this general, qualitative effect of Proposition 13, a numbe of quantitative results were also mentioned by a majority of the contact persons. The most frequently mentioned result was the effect on the cost of the SPEDY contract of the closing down of the public schools for the summer, and the increased or imposed fees of many meaningful agencies. In some juri dictions, the schools were a subcontractor, or at least a major worksite, an in all, the schools were expected to perform a host of support services, fro classroom training to counseling, intended to "fill in the gaps" for the nee iest youth.

One of the most important keys to the success of the local training agency in meeting the challenge of Proposition 13, many felt, was the determination to stick as closely as possible to the original plan --which meant to keep the schools open at all costs. Those who for whatever reason failed to keep the schools open admittedly faced the most problems in delivering a "meaningful work experience" for SPEDY youth this summer.[13]

With hindsight, those who succeeded in keeping some schools open reco nized why it was such a crucial move. More than any other agency, the school played a key role in the direct provision of support services and linkages with other service providers needed by most of the neediest clients. Fewer of the other linked agencies were required to make adjustments if the school were able to deliver the pivotal services. As one youth program planner put it, work experience without a classroom training component is more likely to be "menial" that "meaningful."

There was a general suspicion expressed by many of the prime sponsor presentatives and youth program planners that Proposition 13 was frequently used as an excuse for ulterior motives. One contact person considered the Governor's treatment of the summer schools as a form of vindictive retribution against the voters who defeated his alternative to Proposition 13, and another considered the move a blatant attempt to centralize school financial policy. Still another considered the decision by one portion of a two-county consortium to pull out, and a subsequent decision by the remaining county to merge the youth and adult employement training programs as bei both thinly disguised efforts to oust the existing leadership with the excus of the higher costs imposed by Proposition 13.

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[13] Of the eight prime sponsors, half had a classroom training componen

Responses by Subcontractors and Community Based Organizations

At the program operation level, closing the schools meant that a gre deal of the most challenging and rewarding jobs that had been developed were no longer available. New jobs had to be developed overnight in a labor market that Proposition 13 had rendered a "buyers" market. Subcontractors suddenly found themselves with many more youth -- all those denied admission to the schools -- and many fewer jobs.

Subcontractors and community-based organizations agreed that the overall cost of operating a SPEDY program was increased by Proposition 13. This was true not only because of the additional costs of the services that were previously "eaten" by the agency, but also because many of the previously free or lower cost services provided by local agencies, such as museums, playground, parks, transit companies, etc., now involved imposed or increased changes.

Some agencies that were dependent on matching funds and revenue shari were direct casualties of Proposition 13. Others suffered because of their dependence on such agencies, or on the schools, as the local agency to administer important programs, such as migrant children and handicapped children programs. A few agencies had their budgets so severely reduced, in the rush to meet the July 1 deadline of the new law, that they had to cease functioning. In a number of cases, they had planned to use SPEDY youth, but now could not because of the lack of supervisory personnel.

The state's hiring freeze on state agencies, too, served as a hindran to subcontractors and community-based organizations in several direct and indirect ways. Directly, the freeze abolished many of the job opportunities that had been the source of unsubsidized termination for SPEDY graduates. Indirectly, it often meant that the request to take on more SPEDY youth was denied because they could not expand the number of personnel who would supervise them. At times, however, the elimination of one worksite meant that neighboring worksites experienced an increased demand for their services, such as parks and recreation facilities. These remaining sites then actually increased their demand for SPEDY youth.

Delays at the operation level tended to keep the many programs functi ing longer than planned. Consequently, staff workers were kept on longer and some subcontractors and community-based organizations submitted a record number of budget revisions. In previous years, many had "eaten" these kinds of costs, but this summer presented delays that cost too much. Proposition 13 may have impoverished many agencies in ways that they themselves have not yet discovered.

Responses by Non-contracting Agencies and Site Supervisors

Many public and nonprofit agencies that provide one or more worksites but do not subcontract with the prime sponsor, also observed that qualitative differences in the operation of SPEDY this summer were noticeable. For example, many site supervisors observed that the opportunity to select the participant of their choice seemed less this year. By contrast, in past years, they had often been encouraged at the orientation meetings to exercise this privilege. The delays in the program start-up may have been the cause of this real or imagined perception. Prime sponsors usually denied that there was any policy change of this sort, and subcontractors could recall no instances in which they refused a switch if the site supervisor requested it. These indirect or "ripple" effects were frequent, however.

Responses by Participants

Proposition 13 curtailed choices for the participants, too. Many who participated in the program in previous years noticed breakdowns in the connection between vocational education and the work assignments that were more coordinated in earlier years. Others complained about the more menial nature of the jobs this year, especially for those youth who were assured that a return to the program would mean an advance in the "career ladder."

Disappointments of the above variety led to morale problems and delays and these sometimes led to quitting, but only rarely did any serious discipline problems develop. Participants who were informed of the role of Proposition 13 in the problems faced by the programs were apparently no better disciplined than those who were not. For example, in one program that lost its original proposal writer, the concept for which they were awarded the program funding lost much of its viability and was closely scrutinized by suspicious monitors. The site supervisor who inherited the problem was convinced that pressures on the manpower agency created by Proposition 13 were the source of much of the frustration. The youngsters in the program were equally convinced and the program ultimately was reduced to "a waste of time." With no funds for materials, they had nothing to do, yet they were still required to remain until the end of the day (5:00 p.m.) or be docked. At five sharp, all bolted from the facility at once, abruptly terminating a "rap session" with the interviewer. Despite these problems, the site supervisor had no instances of real discipline problems to mention, only occasional frustration and lack of purpose.

A high level of awareness of the existence of Proposition 13 and its effects on a previously rewarding program was also expressed by youths at a site whose supervisor expressed intentions of resigning after this summer because of the unfairness of the system by which programs are approved. Her disappointment was a result of the fact that her program had earned som of the highest praise in the city, yet programs which had earned less praise and some which had gotten poor evaluations, obtained assurances of future funding while hers did not. The explanation she got was only a regret over the cutbacks necessitated by Proposition 13. There was no way that she coul explain this to the satisfaction of the youths who had helped her research, write and market the proposal. All of her lecturing about the domocratic process and rewards for excellence was contradicted at each meeting of the City Council that reviewed and rejected their proposal. She voiced special fearfulness about the past history of the youth who made up her clientele, who were at an age and mind-set that were prone to acts of retaliation against a system they deemed unfair, no matter what the cause of the cutbacks

IV. PROPOSITION 13 EFFECTS UNIQUE TO ONE OR A FEW PRIME SPONSORS

While the last section chronicled those observations made most frequently by interviewees, this section dwells on those which were just as interesting, but not as common.

Prime sponsors which were fortunate enough to have a large number of military bases in the vicinity seemed to have had the least trouble with Propostion 13. San Diego and Monterey both attributed much of their succes in coping with the ordeal of Proposition 13 to the endless variety of challenging, well-supervised and well-planned work experiences offered by military bases. Whereas most sponsors attempted to provide more sites to community-based organizations with the argument that the youth with the greatest problems were better understood by their own kind, many CBOs were at capacity before the schools reneged. The military and the federal agenc meanwhile, seemed able to expand their slot requests almost infinitely on a moment's notice.

The Regional Director, as was noted above, played a key role in the r ponse by the military and federal establishments. A letter was issued from his office to all federal and military facilities throughout the state.

In Monterey, the fear of Proposition 13 effects produced more jobs t necessary. For the first time, participants were bused from areas of the County with many youth and few jobs to areas with many jobs and fewer client

In San Francisco, even after the schools reneged and agreed to delive only the services that the prime sponsor was willing to purchase, the district felt bound to invoke the state law which declared that only "certificated" personnel may teach youth below 18 years of age in California. Thus, those special needs of the disadvantaged that the school district previously fulfilled but that the prime sponsor could not afford became casualties of Proposition 13.

In one city, site supervisors announced intentions to drop out of SPE because of the lack of continuity and follow-through in the program. The problem arose because the long-time liaison person in the subcontracting agency and his two aides lost their jobs due to Propostion 13-induced "bumping."

Bumping caused radical staff changes in several agencies. One that served incarcerated youth underwent a 70% change in personnel due to the bumping of the warden of the facility, who then bumped his next in line, and so on. The site supervisors of the SPEDY program within this agency were especially worried because the delays and interruption of these youth might escalate into more than disappointment. The likelihood of client resentment and morale problems was much greater in such a facility.

One prime sponsor representative observed that Proposition 13 created the situation whereby a late-coming community-based organization, which woul not have qualified for any SPEDY youth before, was able to use the turmoil that Proposition 13 created (and political clout with the Mayor) to get a proposal involving about 150 youngster funded very late in the summer. Later, it found that it had bitten off more than it could chew, and had to rely on the staff of the prime sponsor to help clean up "a very messy situation."

In fairness to the community-based organizations which found themselv far behind last year's time schedule in job development due mainly to the number of youth thrown back into the system by public agencies, it must be said that the last minute effort to place youth was no easy chore.

One CBO which had agreed to place the youth in strict proportions in specified occupational categories had an especially difficult job in complying. While it was no problem finding those jobs last summer, Proposition 13 often increased both the number of youth it had to place and restricted the opportunities that it had to work with.

In San Diego, the consortium grew unhappy with the subcontractors' record in the rural areas and changed the proportions of urban to rural placements this summer. Thus, in addition to Proposition13 headaches, the subcontractor had to try to find more youth in the outlying areas, a task that was much harder than in the city, because the proportion of disadvantaged was smaller and fewer were seeking work.

Some subcontractors were accused of providing an excessive number of menial jobs this summer. Their defense was, of course, that Proposition 13 left them fewer choices of challenging positions of the type that the schools previously offered. But where the prime sponsor stuck to prior commitments, greater effort was put forth and, for the most part, better jobs were developed.

In Los Angeles, after the dust began to settle, only 2,000 to 3,000 slots that had been subcontracted to the Los Angeles Unified School District seemed to be in jeopardy. Similarly, in San Diego, the 1,000 youth pre-placed in the schools had to be reallocated. In both cases, special appeals reallocated as many as the unspent funds could pay for. But at the operations level, there were subtle implications that were more visible to site supervisors and participants than to youth planners.

In all such cases, the reallocated youths had less benefit to a well-designed plan. This was to be expected. In addition, however, various bureaucratic problems surfaced. In one case, the reallocated youths fell under the city's rules requiring 10-to-1 youth/counselor ratio rather than the higher ratio permitted at the CBOs. To accomplish this end, the city assigned a counselor to every reallocated ten youths at these sites rather than provide the CBOs with more budget to hire more counselors. The city's reasoning was that the CBOs were already "beyond their capacity" in many cases. But the CBOs attacked this policy because it created two classes of citizenship at their sites. One CBO began picketing the person in charge of the City's SPEDY programs wherever she went. While the SPEDY coordinator described this situation to the interviewer as "an increase in administrative costs due to reallocation of the youth originally assigned to the schools," the CBOs and their worksite supervisors more often described the practice as a determined effort to waste funds rather than allow the CBOs to develop creative and innovative programs. Only 2,000 of the original 3,000 slots were reallocated because of the increase in "administrative costs" due to the reallocation.

Those who needed SPEDY the most, i.e., the most economically disadvantaged youth, were the most cheated by Proposition 13. The 14-to 15-year-olds were probably the hardest hit by the disappearance of the schools, since they had been assigned the most classroom training hours. While some prime sponsors set up their own vocational and labor market orientation classes, these were not nearly as professional or as effective as the traditional arrangement with the schools.

Probably the next hardest hit were those youth who previously got other support services from agencies that suffered cutbacks due to Proposition 13. For example, child care centers which were run by the schools, or which had a local matching share in their budgets were the first to shut down. But many of the young girls in the program relied on child care centers to care for their children while they participated in SPEDY. Other ripple effects from Proposition 13 included the closing down of places which previously hired youth, but which relied on the city or county for some or all of their budgets, such as the hot lunch programs that provided food for the children at some nursury schools and which also hired SPEDY youth to help monitor the children during the summer.

A few of the youngsters complained that there were more crew type situations this year, but they may have been a perception of those who served on them and preferred some other situation.

V. THE IMPLICATIONS OF PROPOSITION 13 FOR OTHER STATES

The timing of Proposition 13 was a critical key to its impact on the eigh prime sponsors studied. Indeed, all June primary states with SPEDY programs are vulnerable in the same manner as California to the effects described in the preceding two sections, because of the nature of the planning and implementation phase of the SPEDY program and the timing of the state primary initiatives.

Thus the significance of the preceding sections transcends the eight prime sponsors in the sample and, indeed, the State as well. The ultimate goal of Jarvis and Gann is to carry the "message" of taxing and spending limits to every state in the Union, and, finally, to the U.S. Government in an attack on t federal income tax. Watchful politicians are acting predictably, with some prodding by their constituencies, no doubt.

The President's responses are limited. If he encourages cutbacks in revenues of the magnitude implied by Jarvis-Gann, in an attempt to comply with the new national mood, CETA, and hence, SPEDY may experience dwindling national appropriations for new obligational authority, but at a time when the programs a costing more at the local level due to increases and impositions of new taxes, fees, fares, etc. Thus, SPEDY may be caught in a pinch and may be forced to make some hard choices.

Whether the states will stampede toward tax and spending limitation measu by means of constitutional amendments or legislation, is, as yet, unpredictable. In the November elections, eighteen measures of the tax or spending limit variety were introduced in seventeen states (California and Tennessee had previously passed measures). Twelve of these measures passed, while six failed. Some writers view the twelve "wins" as a sure sign that the issue is gaining momentum; others view the six "losses" as equally definite evidence that the issue is cooling off.

Most will agree, however, that the seeds of Jarvis-Gann "fever" are widespread: forty-one of the fifty states in the union have large surplus according to latest budget estimates for the current year, but only 22 have had per capita property tax increases greater than the national average in past decade;[15] (California was not one of these) while of the fourteen state who have passed tax limitation measures, only five had above average increa There is no appartent correlation between efforts to enact measures of the Jarvis-Gann variety and the actual state tax loads.

Since the economic fallout of tax and spending limitation measures i delayed by the state governments when they "bail-out" the localities, the predicted doom which we are told to expect will occur so far in the future that more measures will have had a chance to be introduced in other states, and the outcomes will probably be blamed on economic conditions of the time

In sum, we can probably expect the twelve states that have enacted t -- or spending -- limitation measures to undergo long-term effects on emplo ment and training programs similar to California's, although the short-term effects may not be as drastic, since the implementation phase of SPEDY was not jeopardized by the November elections. We can expect, however, the June ballot in 1980 to carry Proposition 13-like measures in many of the remaining states, and in those states which pass them, short-term effects similar to California's on SPEDY programs.

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[14] U.S. News And World Report, June 26, 1978, p. 18.

[15] U.S. News And World Report, June 19, 1978 p. 8.

[16] Businessweek, November 13, 1978, p. 101.

U.S. Department of Labor

Employment and Training Administration
Office of Youth Programs
Washington, D.C.

FINAL REPORT OF THE 1978 VOCATIONAL EXPLORATION PROGRAM (VEP)

Prepared by National Alliance of Business
(NAB) and Human Resources Development
Institute (HRDI)

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OFFICE OF YOUTH PROGRAMS REPORT NUMBER 27

OVERVIEW

The final report of the 1978 Vocational Exploration Program (VEP) co-sponsored by the National Alliance of Business (NAB) and the AFL-CIO Human Resources Development Institute (HRDI) contributes to the existing knowledge of VEP applications by describing the special emphasis component which was implemented to determine the efficacy of targeting VEPs for handicapped youth and youthful offenders and to set up VEP models emphasizing nontraditional job roles. More than 1500 youth participated in the special emphasis components. Of the 135 VEP programs, 16 were exclusively special emphasis, 80 combined special emphasis with the traditional models and 39 had no special emphasis components.

A handicapped component was included in 56 VEP projects with the most common types of impairments being blindness or impaired vision, deafness or impaired hearing, mental retardation, emotional disorders and physical disabilities. A variety of approaches were designed including: targeting to a specific impairment; mixing youth with various impairments; and, the most common approach, which was to "mainstream" handicapped with nonhandicapped youth. Many of the more successful programs instituted a "buddy system" which matched a handicapped and a nonhandicapped youth with positive results for both. While this report indicates that no single approach is best, it does conclude that VEP can be an effective method of orienting handicapped youth to the world of work.

Youthful offenders were included in 71 programs with four operated exclusively for offenders. Unlike the handicapped component, a best approach was identified for offenders. Experience documented that mixing and mainstreaming, with special group and some individual counseling, was the most effective model. As expected, the youthful offenders were generally bright, fast learners with discipline being the greatest impediment to success. The termination rate was the highest for the offender projects. An effective activity for improving behavior and highlighting the implications of criminal activity on future employment prospects was to include special visits to prisons, courts and detention centers and discussion sessions with ex-convicts.

The nontraditional special emphasis proved the most difficult to assess. Fifty-nine projects incorporated a special nontraditional component. As is generally the case with nontraditional components, most of the focus was geared to women, however, there were a substantial number of young men involved in job experiences usually held by women. The recruitment process was found to be the most critical element in developing a successful project. Careful interviewing for participants and orientation for employers resulted in positive attitudinal changes. There was general agreement from project operators, employers and youth that this component was a success.

While the 1978 VEP program involved a continuing improvement and more definitive confirmation that VEP is a successful concept, the special emphasis component proved particularly interesting and further documented that the VEP approach has multiple applications and designs.

ROBERT TAGGART
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INTRODUCTION

The Vocational Exploration Program (VEP) is co-sponsored by the National Alliance of Business (NAB) and the AFL-CIO Human Resources Development Institute (HRDI). VEP is designed to provide young people with an opportunity to explore a variety of jobs and career opportunities that are offered in the private sector. It is primarily an educational and motivational experience to acquaint youth with the tasks, working conditions, educational, mental, physical and skill requirements of various careers and jobs. Such exposure is directed to developing the appropriate attitudes and appreciation of what is required to successfully transit from school to work, compete in the job market, and to motivate youth to acquire the education, training and skills required.

VEP began in 1976 as a national pilot program. At that time, 236 youth were enrolled in programs in eighteen cities. In 1977, VEP expanded to 63 cities and extended the enrollee capacity to 5,000 economically disadvantaged youth. The 1978 summer program maintained operations in 63 areas with 135 programs serving youth. A special emphasis component was added to the 1978 program to target the enrollment of handicapped youth, youthful offenders and to develop programs emphasizing non-traditional job roles.

VEP was funded by the Department of Labor, Employment and Training Administration under Title III of the Comprehensive Employment and Training Act (CETA) of 1973, Contract # 99-8454-33-16.

The information gathered for this report has been derived from various questionnaires, subcontractor reports, field assessments, and continuous communications between national staff and program operators.

The forms and questionnaires used were:

a) Coordinators Questionnaire and Special Emphasis Supplements

b) Participating Employer Questionnaire

c) VEP Program Summary Report

d) Program Narrative

e) Quarterly Summary of Youth Characteristics

f) Termination Summary

g) Final Invoice Package

h) Field Assessment Forms

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National Alliance of Business

The National Alliance of Business is a unique partnership of business, labor, government, and education working to secure jobs and training for the disadvantaged, Vietnam veterans, needy youth and ex-offenders. Established in 1968 at the request of President Johnson, the Alliance has since received several expanded mandates from subsequent administrations. Based in Washington, D.C., NAB involves more than 4,000 men and women, the majority of whom are business executives on loan and paid by their companies for periods ranging from 3 months to 2 years.

Since its inception, the Alliance has been instrumental in hiring more than 2.2 million disadvantaged persons. Since the veterans program began in 1971, NAB has found jobs for more than 800,000 veterans, It has secured more than 1.6 million summer jobs for needy youth, and it began efforts on behalf of ex-offenders in July 1973, placing more than 35,000 ex-offenders in private sector jobs. These opportunities have involved more than 100,000 participating companies throughout the nation.

AFL-CIO Human Resources Development Institute

The Human Resources Development Institute is the manpower arm of the AFL-CIO, working to promote job opportunities for disadvantaged unemployed and underemployed men, women and youth. It uses the talent and expertise found in America's trade unions, building on their long experience in skill training. The programs which HRDI supports aims to overcome problems such as lack of skills, insufficient education, discrimination, language difficulties, and other barriers that may keep American working people from realizing their potential. A major objective is to provide the training and work experience that will enable such workers to develop the skills they need to obtain and keep decent jobs.

HRDI services the needs of a broad spectrum of unemployed and underemployed. Ex-offenders, women in non-traditional jobs, youth and most recently handicapped individuals are among the groups whose employment barriers HRDI staff works closely with state and local labor groups to solve.

HRDI is an integral part of the American labor movement and works closely with the AFL-CIO's trade and service departments. Based in Washington, D. C., its field staff -- men and women drawn from the ranks of experienced trade unionists -- are located in 60 cities. They work closely with government, business and community groups in developing job training and placement programs.

Subcontractors

For-profit companies and non-profit organizations such as labor unions, community development corporations, Chambers of Commerce and private educational institutions were eligible to submit VEP proposals. These organizations subcontracted directly with the National VEP Contract Center in Washington, D.C.

A total of 135 individual subcontractors participated in this summer's VEP. This included 70 private, non-profit organizations which served 3,535 enrollees, 24 labor organizations which served 1,887 enrollees, 24 for-profit businesses serving 424 enrollees and 18 non-profit business organizations which served 1,251 enrollees.

There are basically two kinds of subcontracting arrangements under the VEP design -- single sponsor and the umbrella sponsor. This summer, VEP subcontracted with 35 single sponsors and 100 umbrella sponsors.

The single sponsor is usually a large for-profit company that takes responsibility for designing and operating a VEP within the confines of the company. Generally, youth participating in a single sponsored VEP will have the opportunity to rotate among the various departments in the company and explore the multitude of functions which are performed within that company. The youth may also spend time with subsidiaries of the parent company.

The single sponsor approach allows the enrollee to get a well-rounded view of a particular enterprise. Rotating through departments gives youth a sense of how the company "works" -- the interdependency of the departments and their respective responsibilities within the organizational structure. However, this approach has limitations in that, while the youth are exposed to a number of occupations and career areas, they are usually exposed to only one industry. In order to compensate for this, many single sponsor subcontractors supplemented the on-site experience with field trips and tours to other companies and included cultural and educational activities.

The second type of subcontract arrangement is the "umbrella" sponsor. This design designates as the subcontractor an organization which recruits participating employers to serve as worksites. Participating employers may be for-profit companies, labor organizations, non-profit agencies or business organizations. The central subcontractor assumes all administrative responsibilities and manages the programs operating at participating employer worksites. By allowing a subcontractor to sponsor other employers under an umbrella, it is often easier to attract greater employer involvement because they are relieved of administrative responsibilities.and paperwork.

This approach maximizes enrollee exposure to the world of work while minimizing the negative responses of employers to "red tape." In this subcontract agreement, enrollees may rotate within a company or organization, and also among the various participating employers. The umbrella design usually requires additional marketing efforts to identify participating employers and a more complex enrollee scheduling structure than single company programs.

Marketing

Marketing the VEP program with employers and potential subcontractors is a major part of the planning process and often is ongoing throughout the program. In addition, this process is probably the most time consuming and challenging, but key in developing a successful VEP which is accepted by the business and labor communities.

Following NAB/HRDI staff training sessions in March, local NAB/HRDI representatives began making preliminary contacts with past VEP employers and developed marketing strategies for approaching new employers. Instrumental in the successful marketing of VEP was NAB's relationship with the business community, and HRDI's strong support from organized labor and their relationship to the business sector. This often cooperative and dual effort was helpful in attracting employers to VEP, acquiring subcontractors, and developing linkages between the two.

Though most of the preliminary efforts in marketing were fruitful, the delay in obtaining a national contract proved detrimental to some of the relationships established in the early spring. In some areas VEP was in competition with other local summer youth programs in securing worksites. The late program start-up resulted in some employers pulling out on the commitments they made in the spring. Therefore, with the assistance of local NAB and HRDI, subcontractors had to continue marketing through the summer months.

Marketing techniques varied from program to program. Some chose to send coordinators door-to-door, while others implemented phone campaigns or mailed out invitations or questionnaires. The St. Louis Regional Commerce and Growth Association developed an information and fact sheet on their organization and VEP to distribute to employers.

The more common "selling points" used by NAB/HRDI and coordinators were: the involvement and stability of NAB and HRDI, the role of the coordinator, assured close supervision of youth, and the opportunity for employers to influence their future workforce. Employers found it particularly appealing that they could participate in VEP leaving the administrative responsibilities to the umbrella organization.

In those cases where the coordinators became involved in marketing some difficulties arose in transmitting information to employers and "selling" the exploration concept. This was in part due to the lack of coordinator orientation to VEP.

Of equal importance to coordinator orientation is the need for a thorough and structured orientation for the participating employers to the objectives and intent of the program. Field observations reveal that few cities were successful in doing so. The most common justification was the lack of lead time. Those who marketed the program with employers felt that the inadequate planning time left them under pressure to identify and secure worksites and place enrollees.

Those that briefed the employers fully prior to enrollee placement felt that the employer was very responsive to the enrollee and developed an understanding of their role in the program. One complaint was that although the top management was well informed regarding VEP, often the word was never passed down to the site supervisors who were working directly with the youth. Supervisors and other employer personnel sometimes had a vague conception of the purpose of the program and their role in it. Many coordinators recommended that perspective employers and supervisors participate in a training session with coordinators and subcontractors. This would help keep the objective of VEP consistent and clear.

It was also required that union concurrence be obtained for every worksite covered by a collective bargaining agreement. This role was normally part of HRDI's activities along with briefing labor officials on the program. Where there was no HRDI staff coordinators acquired the agreements. Often coordinators expressed difficulty in doing so.

Marketing responsibilities for NAB and HRDI representatives also included securing speakers and resources for presentations on the free enterprise system, collective bargaining, apprenticeship and labor history. Often, the local NAB and HRDI representatives presented these topics personally to the VEP enrollees.

COORDINATORS

The VEP coordinators continue to be the key to the success of any VEP program. More than any other individual, the coordinator is in a position to impact upon the youth enrolled. Three hundred fifty-nine (359) VEP coordinators were paid by program funds at a rate of $5.00 per hour. It was recommended that one coordinator be hired for every 20-30 youth. Subcontractors serving handicapped youth or youthful offenders requiring additional supervision could apply for additional coordinators. The need for additional staff was documented in the proposal process and the final determination was made by the VEP Contract Center. Coordinators could work up to 480 hours during the program allowing for 120 hours of pre-program planning and marketing and 80 hours after the conclusion of youth participation to complete the necessary paperwork to close out the program. In addition to salaried coordinators, many subcontractors recruited in-house or "donated" coordinators from their own staff or from participating employers, prime sponsors and other specialized youth serving agencies.

Of the 498 coordinators who responded to the Coordinator Questionnaire, 169 were identified as certified teachers or guidance counselors. Most of the coordinators had previous experience with youth as staff on other youth programs, or had other past experience in youth servicing agencies. In addition, many had experience working with specific target groups as those served in VEP.

The responsibilities of the coordinators are extensive, and their role in VEP crucial. Coordinators were basically responsible for:

- Assisting NAB and HRDI staff to "market" the program with employers, labor officials and other groups;
- Assisting subcontractors, NAB and HRDI staff to plan and develop program curriculum and specific program components;
- Arranging for speakers, films, field trips and other activities within the program;
- Administering applications, questionnaires, pre- and post-tests to the appropriate individuals;
- Assisting the subcontractor and participating employers with problems which arise with VEP youth;
- Gathering resources for the program;
- Assessing enrollee performance and progress, and where possible, investigating the acquisition of academic credit for VEP;
- Guiding youth to the local remedial services which they need, when those needs become apparent;
- Counseling and instructing youth when necessary;
- Assisting subcontractor with various administrative functions.

Coordinators were usually recruited and hired by the subcontractor with local NAB and HRDI making occasional referrals and recommendations. Due to time constraints, coordinators were hired through personal referrals or identified by the school system. A few of the coordinators had been involved in previous VEPs and their experience was invaluable.

The structure of some programs was such that coordinators often operated and administered the program with technical assistance from the subcontracting agency or local NAB and HRDI when necessary. Some coordinators received an orientation to VEP conducted by local NAB/HRDI staff and the subcontracting agencies. This orientation usually included a briefing on program rules, regulations and objectives and the development of the local plan. In Boston, coordinators were trained in job search techniques by a professional donated from the University of Massachusetts. Coordinators who did not receive orientation felt it was a disadvantage in operating the program. Subcontractors felt that in many cases there was not enough planning time to provide adequate orientation and training for coordinators and suggested that in future programs the VEP Contract Center provide additional support in this area.

On the whole, coordinators were recruited at a very late stage, due to the delay at the national level in awarding subcontracts. Often, these coordinators had little involvement in the marketing process and had to administer program designs already established by the subcontractors and NAB/HRDI local staff. On the other hand, some coordinators were given full responsibility for developing worksites, curriculum, arranging for field trips and speakers and recruited youth in an unreasonably short period of time. The concensus of the coordinators is that considerably more start-up time is needed to implement a well-organized and successful VEP.

In spite of the inadequacy of planning time, a number of coordinators exhibited creativity and ingenuity in their VEP design. Many coordinators worked continuously throughout the program to find exciting and motivating activities to supplement the on-site experience. One of the programs in San Francisco, under the auspices of Shelter Institute, Inc. assisted the enrollees to establish their own union. (A description of this program can be found in the Case Study Section.) In addition, the coordinator tapped her personal resources to develop field trips in which the enrollees could participate, not merely observe. One such trip was to the Mud Flats of the San Francisco Bay Area to visit an artist's sculpture project. Most of the enrollees had never been to this area and were unfamiliar with art as an occupation and career. The artists working on the Mud Flat project talked with the enrollees about their career and instructed them on the use of tools. Enrollees were split up into groups and given materials to build their own mud flat sculpture. This project introduced them to a new career area, gave them a sense of accomplishment at having created a piece of art, helped them to work better in a group situation and gave them a sense of pride for contributing to the beautification of San Francisco.

Many coordinators developed and incorporated useful and interesting exercises into the seminar sessions. In Tampa, some of the youth established their own business designing and making button pins. The Syracuse VEP enrollees established a government unit with elected enrollee representatives. Other program coordinators were particularly successful in finding useful and relevant films, guest speakers and instructional materials for distribution. To a large degree, the coordinators efforts inspired the enrollees interest in the program and helped to motivate the youth. The coordinators generally felt that activities which required "active" participation of youth were the most successful.

An effective and widely used activity to assist youth in developing job search skills was mock interviewing. A number of the coordinators obtained video tape equipment to show the enrollees what their weaknesses and strengths are through this process. A few of the coordinators required the enrollees to interview with their worksite employer for their position.

This helped to give them a realistic situation and feedback on their interview techniques.

Each subcontractor employed between one and four coordinators. In programs with more than one coordinator, often the responsibilities were equally divided and each coordinator took charge of a portion of the enrollees. Some programs designated one coordinator as the "lead" coordinator to oversee the administrative tasks of the program. This was particularly important in programs with a large number of coordinators in order to ensure cohesion and organization. VEP cities which had more than one program operating attempted to organize regular, informal meetings of all the coordinators to share experiences and exchange ideas and information.

The local administrative structure varied from program to program. Usually coordinators reported to the Executive Director of the subcontracting agency or the youth program director under the Executive Director while other coordinators were given almost complete autonomy in operating VEP.

Coordinators generally had a sincere interest in the program and developed an excellent rapport with the enrollees. Their role often extended beyond the scope of career counseling and program activities to helping youth overcome personal problems.

Supervision in the VEP program is essential for the enrollees. Because VEP is not a work experience program, but a learning experience, the continuous support and input of the coordinators is important in order to bring cohesion to the various program components. In addition, many employers noted that the presence of supervisors made the program more attractive to them. It is to the advantage of both the employer and the enrollee to have the coordinator serve as liaison. With the assistance of coordinators, youth were matched to suitable worksites, in which the enrollee and employer were satisfied. Most coordinators performed some sort of career interest survey during orientation and then attempted to match the youth with at least one of the sites that tied into the youth's interests. A few of the smaller programs were able to first determine the youth's career interest and then market the program to recruit the appropriate employers. Even with the most careful matching, coordinators found themselves having to identify new employers and shifting enrollees during the operation stages of the program. About half of the coordinators who responded to the questionnaire indicated that they were involved in job placement after VEP.

Coordinators who were involved in marketing the program found the greatest barriers to be the late start-up date and selling the exploration approach. By the time coordinators were brought on board to recruit employers, other summer youth programs had succeeded in obtaining many available worksites. As a result, some employers identified as giving a tentative commitment to VEP in early spring had backed out. Coordinators felt employers were not always receptive to the exploration concept, as they feared constant rotation would disrupt their operations. Other employers thought one or two weeks at a particular job would be insufficient time for youth to really learn about that job. A more detailed discussion of this problem and the resulting work experience activities are discussed in following sections.

SPECIAL EMPHASIS VEP

A minimum of $1.5 million of the $6.5 million 1978 budget was reserved for Special Emphasis programs. The purpose of the Special Emphasis component was to recruit handicapped youth and youthful offenders, to encourage program operators to design VEPs giving consideration to their needs and employment problems, and set up programs emphasizing non-traditional job roles. Of the 6683 youth served in the 1978 programs, 631 were handicapped, 736 were youthful offenders, and 567 participated in non-traditional employment activities. The total of Special Emphasis youth enrolled exceeded the contract goal of reaching 1,500 youth in these special areas.

Variations of VEP Design

Local subcontractors were given the option to participate in Special Emphasis VEPs and encouraged to design programs which included these youth. Three basic types of designs emerged to serve youth.

Type I. Special Emphasis Only

Sixteen (16) programs limited enrollment to economically disadvantaged youth who were either handicapped, youthful offenders and/or youth to be exposed to non-traditional job roles. These programs were designed specifically to assist the particular group in understanding their special barriers to employment. Vocational exploration and classroom activities were geared toward the target group involved to provide them with additional support and meet their unique needs.

Type II. Special Emphasis Plus Regular VEP

Eighty (80) programs included a percentage of one or more special emphasis enrollees and also served Regular VEP enrollees. While enrolling a mixture of youth, these programs sometimes maintained separate activities and support services for the mixed groups, recognizing their different needs. Generally, youth participated together in most activities.

Type III. Regular Only

Thirty-nine (39) programs did not include Special Emphasis components and merely involved CETA certified youth without the characteristics of the Special Emphasis Youth.

Definitions of Youth Served

Handicapped Youth: Youth who are CETA certified as economically disadvantaged and have mental or physical impairments which create barriers to employment.

Youthful Offenders: Youth who are CETA certified as economically disadvantaged and have been involved with the criminal justice system. This includes youth in pre-trial diversion or alternative programs, probation, parole or incarcerated in juvenile correctional institutions.

Non-Traditional Employment: While all program operators were encouraged to promote the prevention of sexual-stereotyping, economically disadvantaged young women and men were identified to participate in non-traditional jobs and job roles. Some VEP women explored the work of carpenters, masons, truck loaders, telephone lineman, and morticians, while VEP men explored fields such as day care, cosmetology, sewing, secretarial/clerical and fashion design. The majority of the youth on these programs were young women.

Regular Youth: Youth who are CETA certified as economically disadvantaged, and were not identified to participate under the special components.

HANDICAPPED COMPONENT

The handicapped component was included in 56 VEP programs across the country. The most prevalent types of impairments that were identified included blindness or impaired vision, deafness or impaired hearing, moderate to mild mental retardation, learning disabled and emotional disorders. There were also a number of enrollees confined to wheelchairs and limited by other physical disabilities.

Many of the enrollees required special transportation, special access to buildings, had low reading and comprehension levels, and the deaf required interpreters in many cases.

A variety of approaches were used by local program operators. Some programs targeted for a specific impairment (i.e., deaf students) others recruited youth with a mix of impairments. These differences led to the emergence of multiple approaches in designing and structuring VEPs for handicapped youth.

The most common approach was "mainstreaming." This type of program mixed both handicapped and non-handicapped enrollees. Coordinators designed a general program for all of the youth with no special treatment of the handicapped. Many coordinators contend that mainstreaming handicapped youth is the most effective means for removing the stigma associated with handicapped persons, and helps youth to better perceive their role in a non-handicapped environment. In the majority of mainstream programs this approach was successful in building the confidence of the handicapped individuals and in strengthening their ability to relate to the non-handicapped world. It is especially effective for those youth with less severe handicaps.

However, youth with more severe impairments and no employment experience seemed to have difficulty with a straight mainstream program. In response to this, many of the more successful programs instituted a "buddy system" whereby a handicapped youth would be matched up with a "regular" enrollee. "Buddies" would provide one another with support and assistance in all phases of the program. Regular enrollees involved in a buddy system program felt they came out of the experience with a better understanding about the handicapped and an increased sense of responsibility.

One effect of the buddy system on the handicapped youth was that they were forced to accept responsibility so as not to let down their "buddies." This acceptance of responsibility was observed to have aided in building self-confidence as the program progressed.

Another approach involved "mixing" the handicapped youth with other enrollees for selected activities and designing the remainder of activities specifically to meet the needs of the target group. Often, a separate orientation was held for deaf enrollees or mentally retarded enrollees to assure the successful communication of program objectives and information. In programs that recruited youth with severe physical handicaps that limited movement, field trips were planned separately or replaced by a more appropriate activity.

Coordinators in virtually every mixed or mainstreamed handicapped program stated that all youth developed "human sensitivity" and that the non-handicapped youth became very protective of their "buddies." This experience served to strengthen peer relationships which the youth deemed valuable.

There were also a handful of programs which served handicapped youth exclusively. These programs recruited only young people who were impaired, usually from an exclusive source, and designed and structured the program to meet the youth's specific needs. One such program was operated in San Antonio by Goodwill Rehabilitation Service for handicapped youth. This program consisted of 20 enrollees with varied impairments and employed coordinators with expertise in dealing with the handicapped.

One of the most unique aspects of the program was that all worksite assignments, films and classroom materials were presented by handicapped persons. The field trip guides were themselves handicapped and served as role models to reinforce the self-image of the enrollees. In addition, enrollees received formal and informal counseling from specially trained coordinators. This type of approach, while it lacks the "regular" youth model and support, provides a program which can target specific needs.

One coordinator of an exclusive program felt it was a 'more concentrated" program. "I directed all of my energies toward identifying the barriers to employment that handicapped youth face and then helping them to break through those barriers and the ones they've built themselves." Common in this more intensive approach is the attempt to develop special classroom materials and appropriate worksite placements. In Memphis, a blind female enrollee was placed with a radio station for the blind. This not only offers exposure to a career that is challenging to the enrollee, but also provides a working environment that is tailored to the needs of the blind enrollee. There are a number of such examples where the needs of enrollees were met by exploring and utilizing local resources to the fullest.

While it is difficult to determine which approach is the best, it is safe to conclude that all three -- mainstreaming, mixing and exclusive handicapped programs -- achieved varied levels of success and could all be considered effective means by which to orient handicapped youth to the world of work.

The coordinators are the essential ingredient in a successful program for handicapped youth. Their roles and responsibilities extend far beyond that which is required for other target group populations. Special care and careful consideration has to be given to every aspect of the classroom or instructional curricula and in particular when developing worksites with private employers. Coordinators indicated that for the severely mentally retarded and physically impaired it was difficult to recruit employers, and finding suitable worksites was a challenging task. On the other hand, the nature of some handicapped youth was such that their impairment would not interfere with the day-to-day tasks at the worksite.

Coordinators for handicapped youth often need special skills and an understanding of the youth's impairments. They must have the imagination to aid employers in worksite modification and be a continuing resource to both youth and employers in working out basic matching barriers.

The survey questionnaire of coordinators indicated that employers were generally receptive to the handicapped youth as "workers" and felt that on the whole handicapped youth are more enthusiastic about learning and working, generally more dependable and less of a discipline problem than other youth.

Employers were very willing to modify the worksites as needed and derived a great deal of satisfaction from having provided a service to this population. Employers who were adequately oriented to the program and to the problems of the handicapped enrollees assigned to them, seemed to gain a deeper sensitivity to the employment needs of the handicapped and made special provisions for the VEP youth or for improving conditions for their own or future handicapped workers. An important aspect in any VEP program, but particularly in those which served the handicapped, is assuring that the performance expectations approximate the enrollee's abilities and include goal-related tasks which are realistic and attainable. This helps to facilitate the improvement of enrollee self-confidence.

Most of the coordinators responsible for supervising the handicapped were specialists or had prior experience in working with the handicapped. Experienced signers for the hearing impaired enrollees was a necessity as were coordinators expertise in a number of areas. It was also helpful if the handicapped youth was placed with an on-site supervisor who had experience working with the handicapped. Coordinators who had groups with more than one type of handicapped found dealing with handicapped youth's needs extremely difficult when structuring activities appropriate for all youth. There were instances in the mixed and mainstreamed programs where the program was directed primarily toward the "regular" youth and the handicapped enrollees' needs were incidental or virtually ignored. Many coordinators felt they did not want to deprive the "regular" enrollees of a firm or speaker simply because it was over the heads of the mentally retarded enrollees. The solution to this problem was to structure planning time to make suitable arrangements. Earlier identification of enrollees would also help to alleviate this problem and allow for greater support from organizations which deal regularly with particular impairments.

An important aspect of the handicapped component is the establishment and development of relationships and linkages with other public and private agencies which serve the handicapped. VEP subcontractors and local

NAB and HRDI staff were encouraged to contact agencies which could provide referrals, technical assistance and financial or supportive services to the handicapped enrollees. HRDI's local Handicapped Specialists were useful in identifying and securing this type of aid. Subcontractors who did so indicated that the agencies were helpful in specific tasks, such as providing staff referrals, counseling, identifying employers who would be willing to accept handicapped enrollees and contributing relevant films and instructional materials. However, a significant portion of the subcontractors did not establish any contacts as they felt the coordinators possessed sufficient expertise or they felt planning time was not sufficient.

The agencies and organizations most commonly approached for recruiting youth were the State Bureaus of Employment Service, Bureaus of Vocational Rehabilitation, Community Colleges, Public School Systems, special schools for particular groups, Mayor's and Governor's Commissions on Handicapped, private agencies, foundations and community centers.

Most handicapped components included at least one day per week for classroom or seminar sessions helping to increase the youth's awareness and understanding of the barriers to employment which handicapped workers face. Coordinators felt that visual presentations and simulated work experience were the most successful components for handicapped youth. Simulation enabled the handicapped enrollees to experience the work tasks first hand, while allowing them to progress at their own pace and receive closer instruction. Enrollees also received information regarding jobs and careers which they might pursue given their particular handicap.

As indicated by the survey questionnaire administered to coordinators, the handicapped enrollees as a group showed substantial improvement by the end of the program in communication skills, self-image and self-confidence and improved attitudes toward assuming responsibility. These self improvements are especially important for handicapped youth seeking entry to the labor market. The enrollees themselves expressed delight at their achievements during VEP. For many, VEP provided the incentive to persist in personal developments and pursue employment goals.

A consistant recommendation for improving VEPs for handicapped youth was that of revising or waiving the economically disadvantaged criteria for this segment of the population. Subcontractors and coordinators stated that they had great difficulty in identifying and recruiting youth who were both handicapped and eligible for CETA certification. Coordinators felt strongly that handicapped youth have enough inherent employment problems and should not be subject to the eligibility criteria imposed by the current CETA regulations. Many of the subcontractors who proposed to serve a given number of handicapped youth had to reduce their original estimates, some substantially, because of their inability to recruit eligible handicapped enrollees.

The handicapped enrollees represented a vast range of impairments and subsequently required special consideration in a number of areas. Some enrollees required special transportation accomodations, specially prepared instructional materials and worksite arrangements, additional counseling and supportive services and special instructors on staff. These special considerations were allowable costs in the VEP program and consequently the average cost per handicapped enrollee is greater than the average cost per enrollee in other youth categories.

OFFENDER COMPONENT

Of the 135 VEP subcontractors, approximately 71 involved youthful offenders in their programs. As with the handicapped component, most youthful offenders were mixed with other types of enrollees, or mainstreamed into the regular component. Only four subcontractors operated a VEP exclusively for offenders.

Program coordinators felt mixing and mainstreaming youthful offenders to be the best approach. Using other enrollees as role models was thought to have a positive influence on the offender's behavior. In addition, coordinators felt it was particularly effective to match responsible youth with the youthful offenders. Some programs took extra caution to place no more than two offenders at any worksite.

Site visits and the results of the questionnaire administered to coordinators indicated that the majority of the youthful offenders were recruited and selected from private youth serving agencies and probation. Coordinators had little difficulty identifying eligible youthful offenders with the assistance of state, local and federal institutions, parole boards and other referral sources.

This target population was characterized by coordinators and participating employers as being generally more difficult to manage than any of the other groups. They also felt that the youthful offenders were usually bright and fast learners, however, "discipline was their greatest setback in truly succeeding at the worksite."

To assist the offenders in modifying undesirable behavior, virtually all of the programs with offender components held "rap sessions," or special counseling sessions with individuals or groups on a regular basis. The counseling was usually focused on personal problems rather than career information. Many of the comments from the youth were expressions of gratitude to the coordinators for their concern and help in "getting their heads together" so that they might function more effectively in a work environment.

In addition to counseling, special efforts were made by the coordinators to recruit employers who would be patient, understanding of the problems of youthful offenders, and could provide an experience in which offenders could succeed and build self-confidence. Few coordinators thought it inappropriate to inform the employer that the enrollee was a youthful offender. Other coordinators explained that a portion of the enrollees placed with that employer were offenders, but felt it was beneficial not to identify the individuals. Those offenders who remained anonymous had mixed reactions about their anonimity. Many felt it was to their advantage because it allowed them to participate without pre-judgement and thus could relate to employers better. On the other hand, some felt that it would be more advantageous if the employer was aware of their offender status and could see that they were successful in the program irregardless of "labels." In fact, many employers who were informed of offender enrollees expressed pleasant surprise regarding the youth's performance and progress. A number of employers expressed more positive attitudes regarding youthful offenders as a result of their involvement in this VEP component.

The offender-programs were not without their problems. There were a small number of incidents surrounding discipline problems and undesirable behavior. Many youthful offenders who violated the rules of the program or the employer were terminated. The termination rate for youthful offender enrollees was the highest of all the groups. In cases where the violation or behavior problems were minor, coordinators made every effort to counsel the youth and make worksite changes to provide the youth with another chance.

Most of the offender programs incorporated special activities into the VEP design for this target group. These activities included visits to prisons, courts and detention centers, speakers from various areas of criminal justice including ex-convicts and sessions on the implications of criminal records on future employment opportunities.

These activities helped to heighten the awareness of all youth regarding their behavior options and the consequences. Youth in the Miami-Dade Chamber of Commerce program became very aware of behavior options as a result of their experience working in a residential home for destitute alcoholics. The youth at this worksite assisted the staff in counseling the residents, developing activities for the residents, and providing the residents with general personal care. The three VEP enrollees which were interviewed had the common observation that the development of human potential is of utmost importance. Their experience with helping those less fortunate inspired two of the youth to continue their education in pursuit of counseling and social services. The coordinators noted that their self-image had improved greatly and they had an increased interest in assuming responsibility. According to the questionnaire, the offender group as a whole showed improvement in these two areas. Communication skills were lacking and few enrollees exhibited improvement in this area. Many coordinators feel this is due in part to inadequate educational background in basic skills. The offender group also represented a high percentage of high school dropouts in VEP.

A small percentage of the youthful offenders were residents of institutions while participating in VEP. Special arrangements were made with the appropriate officials to have the youth released for participation. Often, the institution would provide transportation and additional counseling for youth. In Providence and a few other cities, the experience gained and progress made while in the VEP program aided youth to become eligible for release from the institution. Coordinators found correctional institutions very cooperative and supportive of the program.

NON-TRADITIONAL COMPONENT

The non-traditional component is probably the most difficult to assess. VEP subcontractors were encouraged to emphasize non-traditional employment roles with all enrollees. Ideally, this should be incorporated into the overall objectives of all local program plans and not treated as a special emphasis area. However, it was included as a special component in VEP for the purposes of experimentation in order to identify effective ways of attracting both youth and employers to non-traditional job roles.

Fifty-nine subcontractors were identified as having implemented a non-traditional jobs component. This number does not include programs which added information on non-traditional jobs into their overall program design. There were also programs, as in Allentown, which utilized vocational technical schools and all students rotated among the various shops to be exposed to traditional and non-traditional jobs. Allentown youth, both men and women, were instructed in auto mechanics, electronics, plumbing, textiles and apparell, and culinary arts. In addition to emphasizing non-traditional jobs on the basis of sex, many programs exposed enrollees to jobs which are not traditionally held by young people or minorities.

Program survey questionnaires indicated that while most non-traditional components were geared toward women, there was a substantial number of young men experiencing and observing jobs traditionally held by women. While VEP females explored the fields such as construction, masonry, plumbing, carpentry, auto mechanics and landscaping, some VEP males were involved in day care, clerical and secretarial positions, teaching and nurses' assistants. One of the most non-traditional experiences was the young woman who participated as a mortician's assistant. She was responsible for preparing death notices for newspapers, making funeral arrangements, riding in the lead car of the funeral procession with the director and she observed all aspects of body preparation. The enrollee developed such a keen interest in this field that she has enrolled in a program for mortuary science. The young woman was also offered a part-time, two-year apprenticeship with the employer while she is in school.

The recruitment process for non-traditional enrollees had a significant effect on the outcomes of this component. Those subcontractors who carefully interviewed youth to determine their interest in non-traditional job roles had greater success with the program than those which arbitarily designated certain enrollees to participate in this component. Some of the enrollees who had not originally choosen to be in the non-traditional component had changed their attitudes toward non-traditional employment and indicated they would pursue careers in this area. On the other hand, it was common, especially among the female participants, that they preferred traditional jobs. Many of the young women were adverse to wearing 'men's" work clothes and getting dirty. They felt jobs which required neat attire to be more prestigious. These women felt more comfortable behind a typewriter than under a car, but felt it was a beneficial experience. Regardless of their preference for particular physical tasks, most women had positive attitudes regarding the elimination of sexual stereotyping and the basic philosophy of emphasizing non-traditional job roles.

The coordinators in San Diego, from the Chicano Federation, noted that inspiring young latin women to pursue non-traditional careers is extremely challenging. Latin culture and customs dictate very specific and traditional roles for women and do not encourage women to seek non-traditional activities. So for these young Latin women the VEP experience was new and adventurous, but they had trouble reconciling personal and cultural conflicts.

Although it was somewhat more difficult to get young men interested and involved in non-traditional job roles, those that did participate in this component thoroughly enjoyed it. Coordinators felt it was also more difficult to identify non-traditional jobs for men, and for this reason, males were disproportionately underrepresented in this component.

To supplement on-site experience with non-traditional jobs, coordinators arranged field trips so that enrollees could observe men and women in other non-traditional job areas and some arranged for interviews with these workers or asked them to participate as guest speakers. Many programs also included shadowing workers in non-traditional jobs. In the classroom setting coordinators generated discussion about sexual stereotyping and sexual barriers to employment. Common film and lecture topics included women in the workforce, women and their role in unions, women in apprenticeship, women in management and new careers for men and women. Some coordinators also discussed the implications of working women raising a family.

The reactions of employers regarding young people in non-traditional job roles was generally favorable. Although some employers were reluctant at first, the youth proved the capability in virtually every endeavor. Besides helping to change employers' attitudes regarding sexually stereotyped jobs the VEP experience reinforced some employers belief that women can perform well at "men's" jobs and vice versa. Many employers became excited with the possibilities of non-traditional employment and some plan to change hiring practices and develop their existing workforce to expand the roles of women and men.

While youth, employers, and coordinators generally agree that this VEP component was a success, it was pointed out that young women and men should not only be made aware of their employment potential in all fields, but it is important to provide them with information on the types of jobs which are available. It would be discouraging to interest youth in non-traditional job areas where the market is tight.

Many coordinators included non-traditional career information in counseling sessions and classroom activities. Coordinators also covered issues such as financial planning and the legal rights of women workers.

Both men and women in the non-traditional jobs component of VEP showed great improvement in their career outlook, were more willing to assume responsibility and increased their self-confidence and communication skills. The area in which the youth showed the least improvement was peer group relationships. Coordinators felt the effect of the role reversal on the worksite may have resulted in changes in behavior among peers that did not have time to work themselves out.

VEP PROCESS AND PROGRAM DESIGN

The Vocational Exploration Program operated nationally and locally in three stages -- planning, operations and wrap-up.

STAGE I - PLANNING:

National Level

In December, 1977 national NAB and HRDI began drafting a proposed contract for VEP which involved negotiating specific issues such as staffing, program content and financial system. A new subcontract application form was also developed in this stage.

In mid-March, with NAB/HRDI negotiations well under way with the Department of Labor, local and regional NAB/HRDI staff were brought together in Atlanta and Denver for VEP orientation and technical assistance training. These sessions were held prior to the finalization of the DOL contract as a few issues were yet unresolved. Being aware of the time element involved with the summer VEP, it was determined by NAB and HRDI that the sessions be conducted with what information was available. Thus the training lacked specifics on particular items. As a result, when the contract was executed on May 15, 1978 its final form showed alternations of a few key items (i.e., elimination of senior coordinators, new regulations for advance payments and regulations governing payment of allowances to youth receiving AFDC) causing some confusion.

The VEP Contract Center was established and staffed by NAB and HRDI co-directors, a financial administrator and a project secretary for the purpose of administering the national program. The Contract Center developed and disseminated VEP subcontract applications and Special Provisions, Staff

Handbook, Coordinators Guide, informational material for coordinators and youth, and distributed newsletters and field memorandums through the life of the program.

VEP subcontract applications were reviewed by the Contract Center for programmatic and financial content and final approval was made by NAB's Secretary-Treasurer. For some subcontractors the review and negotiation process was lengthy. This was partly due to the confusion resulting from the altered contract, and partly to reconcile excessive budgets and clarify special emphasis guidelines. Many subcontractors had difficulty securing the required insurance, particularly a policy comparable to workers' compensation for enrollees and fidelity bonding for the organization.

From April through July, 137 subcontract applications were received. Only two applications were rejected--one was submitted by a public institution and therefore ineligible as a subcontractor, and the other was pulled out at the request of local NAB/HRDI. All 135 subcontracts approved were scheduled to begin on various dates.

In mid May, NAB, HRDI and Contract Center representatives met with the research team from St. Louis University contracted by DOL to evaluate VEP. The Contract Center and St. Louis University staff generally remained in close contact throughout the program to exchange information on local programs.

Locally, NAB and HRDI recruited subcontractors, assisted in the preparation of the subcontract applications, arranged for non-financial agreements with the prime sponsor and assisted in marketing the program with employers.

STAGE II - Operations

Enrollee Selection and Recruitment

Recruitment of enrollees was accomplished through CETA and other referral agencies, printed notices in newspapers and community bulletins, radio announcements, schools and State Bureaus of Employment Services.

Some subcontractors had difficulty recruiting their proposed number of youth due to competition with other summer youth programs. As a result, the recruitment process was often ongoing throughout the program. Other programs were able to recruit more than enough eligible youth and either selected them on a first-come -- first-serve basis or through individual interviews. It was common among those who interviewed to "cream" the youth and enroll the best of the applicants. A number of programs serving handicapped youth indicated that the eligibility requirements made recruitment of this population extremely difficult.

A few programs made selection determinations based on reading test results. The Communication Center of Atlanta contends that reading skills are crucial and essential for youth participating in VEP programs which dealt with media communications. Youth in this program were involved in many of the technical aspects of that field. Students in the program felt that even closer screening should have occurred so that all enrollees were "serious" about the program and the career field.

Each VEP city was allocated 31,040 enrollee hours (equal to 97 slots @ 8, 40 hour weeks) by the Contract Center. Once recruitment began, the Contract Center reallocated slots, reducing the number in some cities and transferring them to areas which requested additional slots. All youth were permitted up to 320 hours in VEP, and no less than 120 hours of participation.

Orientation

Virtually all of the programs held an orientation session for enrollees prior to any VEP activity. Orientation generally lasted from one day to one week covering various topics and issues. Essentially orientation involved a briefing on VEP, expectations for enrollees, assessment of career interests, worksite assignments and sometimes collective bargaining and union information as well as concepts of the free enterprise system. To better orient some of the special emphasis enrollees, separate sessions were held employing translators and signers for the deaf or special materials for the mentally retarded youth.

Program Mix/Design

The individual Vocational Exploration Programs containing a combination of separate components. The eight basic components which are found in vocational exploration are:

1. Worksite placement in which youth often rotate within an organization or youth may be shifted amongst worksites.
2. Field visits and tours.
3. Presentations by guest speakers, often panel presentations.
4. Classroom or workshop sessions.
5. Training or vocational instruction which includes simulated work.
6. Worker shadowing.
7. Short term practical experience (normally at worksites).
8. Youth projects.

Field trips and tours were used by most programs with a normal frequency of one every two weeks for those that used them. The subcontractors which concentrated heavily on field trips (two or more per week) most often combined them with vocational training in classrooms and career presentations by speakers. Speakers were used during the orientation of most programs and often used in conjunction with films in virtually all programs.

Worker shadowing was used in approximately a third of the programs in conjunction with worksite placement, but to varying degrees and for different purposes. Some programs used shadowing when safety, appropriate licensing or labor laws, and workplace custom prevented more hands on activity. In situations where highly technical jobs with delicate equipment was involved shadowing is often the type of exploration preferred by participating employers. Shadowing was often used as an introduction to limited practical experience by youth at worksites.

Youth projects included a button making enterprise in Tampa, a union in San Francisco, youth newspapers in a number of programs, media presentations in Atlanta, neighborhood housing rehabilitation surveys in New York City and others. Most projects were preceded by short training or worksite experience related to the skills required by projects. An important function of the projects is that they allow youth to participate in the planning and design of their activities, a function that is missing in most VEPs due to the limited opportunity to organize involved projects in a summer program of short duration.

Worksite placement included limited work experience, shadowing and observing workers. As a means of insuring exposure to many jobs, rotation within a company was promoted by the program materials and coordinators. In many of the worksite placements employers made a conscious effort to switch the activities of the youth to allow for a variety of exposures. Small companies did this by assigning youth to different employers and some larger companies rotated youth from department to department on a scheduled basis. About 10% of the programs actively rotated youth from one participating employer to another in an attempt to expose youth to other industries as well as other jobs. When done, this shifting was done to three to four separate worksites and at times coordinators returned youth to an original worksite bending to the youth's desire to stay at that site while insuring some other exposures.

Worksite placement was usually interspersed with group presentations and field visits.

Program Design

The dependence upon specific components allows us to group VEPs into three separate types:

1. Classroom or vocational instruction;
2. Classroom/worksite placement dominant;
3. Worksite dominated.

The first type occurred in approximately seven programs. Instruction was given at vocational schools, union trade training schools or classrooms specially designed by the subcontractor.

In Allentown, Pennsylvania two vocational schools were used to instruct youth for half the day in three day modulars covering specific trades or industries. The remainder of the day was spent on field visits or classroom presentations at the schools. This mixture of field trips and presentations with classroom instruction, where hands on simulation was employed, was prevalent amongst these programs.

Programs in Louisville, Anchorage and Lansing involved structuring sessions at trade training centers with the building and construction trades. Skilled craftsmen in up to five trades were employed, through supplementary prime sponsor funds in two cases and private contributions in Anchorage, to instruct a group of about twelve youth in each trade for one week at a time. Youth were given classroom training in up to five separate trades with related mock-up construction as well as field trips and supplemented presentations in job search skills and careers in other than construction.

Participating employers and subcontractors staff varied in their outlook toward VEP on these programs. In some, rotation and shifting was used to expose youth to many jobs. Where this happened employers seemed to grasp the exposure needs of youth, felt that a stable work experience was most important and that rotation to other employers was not desirable.

However, in some of these programs little rotation was used and exposure, save to one worksite and thus few jobs, resulted. Youth on these as well as other programs seemed to enjoy their experience but failed to reach the levels of awareness to careers that many other VEP youth achieved.

The relative effects on youth of any one of the three types of programs are difficult to rate against the others. The factors which seem to best motivate youth are that supervisors relate well to them and that they feel what they are doing is productive. When these two factors are satisfied youth expressed better understandings of their own career plans, what they wanted as well as what they did not want.

Linkages

All VEP subcontractors were encouraged to create linkages and develop relationships with other public and private agencies. These linkages proved to be effective in bringing together community resources to better serve VEP youth. Among the small number of programs that did make contacts, there was a concensus that organizations and agencies contacted were very helpful.

Interorganization and program linkages were pursued to safisfy many needs.

For some programs, the extent of the relationship was to provide referrals for VEP. Most often, the referral agencies were school systems, special schools (for a special emphasis group), juvenile justice system agencies, and CETA-funded programs.

Other programs developed a more complex relationship with these and other agencies to obtain technical assistance. Often VEP programs were able to secure staff, printed instructional materials, worksites and financial assistance through their community contacts.

Although there was very limited contact with local education agencies due to the late date of the final contract with DOL, a small number of programs were able to obtain academic credit for VEP enrollees. This is one relationship to be strengthened in future programs to provide youth with the basic educational skills that are needed to function effectively and competitively in the world of work.

Special efforts were made to coordinate services with the local prime sponsor. In these areas where primes operated their own VEP, NAB and HRDI often assisted in opening doors to business and labor. Some areas chose to combine the SPEDY VEP with the nationally funded VEP, maintaining only separate payrolls. Most programs developed a non-financial written agreement with prime sponsors for referral and certification of VEP enrollees. Generally, prime sponsors were cooperative, but some subcontractors complained that prime sponsors were deliquent in certification, therefore, causing further delay in program start-up. Other program operators felt that primes did not give fair consideration to VEP in the referral process. This resulted in primes retaining the "best" youth for their own summer programs and passing the "less desirable" youth on to VEP subcontractors. There are probably linkages with prime sponsors that never surfaced in reports of site visits, but the prime sponsor contributions that could be identified are charted on the following pages.

PRIME SPONSOR'S CONTRIBUTION TO HRDI/NAB VEP

CITY	PRIME SPONSOR	AMOUNT	RESOURCES SUPPLIED
Louisville	Louisville/Jefferson Consortium	$ 59,715	1 Project Director 2 Clerk Typists 5 Crew Leaders 5 Instructors 75 Enrollees
Cleveland	Cleveland Consortium	$225,000	210 Enrollees
Montana	State of Montana	$ 24,830	1 Coordinator 1 Teacher 2 Counselors
Birmingham	Birmingham Consortium	$ 67,102	70 Enrollees 3 Coordinators
Oklahoma City	Oklahoma City Area Consortium	$ 12,623	4 Instructors
San Antonio	Alamo Manpower Consortium	$201,480	230 Enrollees 11 Counselors 3 Instructors 1 Counselor 1 Typist 1 Accountant 2 Program Directors
Alaska	BOS	$ 11,500	room, board, transportation of kids while in Anchorage 1 Counselor 1 Coordinator 50 Enrollees
Cincinnati	City of Cincinnati	$ 365	Red Cross Training
Allentown/Bethlehem	Lehigh Valley Consortium	$ 42,186	4 Instructors Supplies Facilities 1 Nurse

CITY	PRIME SPONSOR	AMOUNT	RESOURCES SUPPLIED
Allentown/Bethlehem continued			Payroll Costs Equipment 4 Coordinators
	Schulykill Carbon County Agency for Manpower	$ 6,500	Equipment Supplies Payroll Cash
Lansing	Tri-County Manpower Consortium	$ 26,752	6 Journeymen Instructors Sheetmetal Ironworker Plumber Operating Engineer Painter Electrician
Atlanta	City of Atlanta	$125,000	Supplies 4 Instructors 4 Counselors 4 Administrative Equipment
TOTAL CITY - 11		TOTAL $803,053	TOTAL STAFF 70 TOTAL ENROLLEES 635

Work Experience

The program component most widely used in this summer's VEP program was worksite placement. This involved placing an enrollee or a group of enrollees with an employer. Most programs, through an umbrella arrangement placed youth with a number of employers and planned for the youth to rotate within the organization or company among the various departments.

Due to the marketing problems mentioned earlier, few employers were made clearly aware of the exploration concept and the overall philosophy of VEP. Many employers, therefore, regarded VEP as a work experience program. Some coordinators did make plans with the employer to rotate youth and create an exploration design, but dispensed with their original ideas when youth expressed the desire to remain at a specific job. Some of the smaller employers did not have the capacity to rotate youth due to the size of the operation. In a minority of such cases, coordinators made arrangements for students to rotate among small employers, but generally youth remained with a single, small employer.

The issue of work experience in VEP is multi-faceted. Limited practical experience is allowable in the VEP program, as long as it complies with the CETA regulations and does not contribute to the profit of the employer, or displace regular workers, or violate collective bargaining agreements. While the latter two items are easier to monitor, the issue of employer profit is somewhat vague in definition.

Employers claim that a certain amount of enrollee time on the worksite must be spent training and or orienting the youth to the tasks and functions of the job explored. In order to do this, the employer is utilizing employee or supervisory personnel and thus loses productivity on those employee hours. Another justification for allowing practical experience is that very often the job is more technical or complex than it would take to become productive and profitable in a few weeks of VEP. Some employers feel they are actually losing money by participating in VEP.

One way to ensure that work experience may be limited is to design VEP to include other components. Limiting worksite hours will also provide time for other exploratory activities if there is no worksite rotation.

Targeting primary industry occupations which are more complex is another means which usually requires greater supervision, more shadowing and longer training that VEP fulfills. Thus placement at these worksites limits work experience.

Most programs did supplement worksite placements with other program components. Very few combined worksite placement with less than three other activities. A widely used combination is worksite placement, field trips and classroom or seminar sessions.

Another option to ensure compliance with the regulations and still allow for "hands on" is simulated work experience. Vocational technical schools and trade training centers are probably the most common simulated environments but many employers have simulation equipment or could make provisions for such an agreement.

The VEP enrollees interviewed and surveyed seem to enjoy the "hands on" experiences more than merely observation or shadowing. It helped to make "real" what they saw on field trips and discussed in the classroom session. Often the practical experience resulted in a final product or youth project (not used for profit) which gave the youth a great sense of accomplishment.

Part of the difficulty in getting youth interested in activities other than practical experience is that they are often not well informed about the exploration concept and the benefits to them. Many youth mistake VEP for another "employment" program and are disappointed that they did not learn specific skills or a specific job.

The worksite exposure of youth brings them together with employers. Although hard data is not available, many field assessments pointed out that VEP youth were being offered full- or part-time employment. Some employers promised to employ youth after they completed schooling. Thus it seems that VEP is a "port of entry" for youth to employment markets. Employers have an opportunity to recruit potential workers by seeing them in action during an informal employee/employer relationship, which at times is similar to an intern or probation period. VEP as a "port of entry" may in fact supplement other means that employers have for recruiting labor. VEP is a useful avenue for these young people who have limited means for finding unsubsidized employment.

Thus worksite exposure has very valuable elements for both youth and employers. The question of the utilization of youth while at a worksite can be satisfied in a number of ways while still allowing youth a fulfilling experience. However, a clarification of the boundaries to work experience is needed for future VEPs.

The following is a breakout of program components. All VEP subcontractors were asked to complete the "1978 Subcontractor's Program Summary Report" which included a checklist of the components below. The VEP contract center received 110 responses.

PROGRAM COMPONENT	# OF PROJECTS USING COMPONENT
a) Multiple program worksites where youth rotated amongst the various companies or organizations	21
b) Multiple program worksites where youth stayed with the same company and rotated within	72
c) Field visits	67
d) Guest speakers	74
e) Regularly scheduled workshops or classroom instruction	63
f) Simulated work using training or vocational instruction	33
g) Shadowing workers	53
h) Short term practical experience	50
i) Production by VEP youth of their own items (newspapers, surveys, etc.)	8
j) Other	11

Note: Most programs combined 3 or more program components in their VEP program.

Four programs had only one component. Two only had multiple worksites with in-house rotation, and two listed short-term practical experience as the single component.

Nine programs listed two components which were generally multiple worksite placement or practical experience plus guest speakers or field visits.

Private Sector Involvement

Although all youth were not placed at private sector worksites, the majority of VEP enrollees were exposed to employment areas in this sector through field trips, guest speakers and tours. The incentive for business and labor to actively participate in VEP is not fully understood by many observers. There are a number of non-financial benefits which business receive from VEP participation: improved community image and relations, an opportunity to impact on their future workforce while also assuming some responsibility for aiding youth with severe employment problems, and it affords employers the chance to get a pre-hiring look at potential entry level workers. At times, employers participate at the request of a friend or have a misconception that VEP will provide them with inexpensive labor.

The response to the questionnaire administered to participating employers indicate that most employers felt it is a successful and worthwhile program and that they would participate in future VEPs. Businesses contend that it is important to instill good work habits in young people and feel a sense of accomplishment at having imparted upon youth a better understanding of the world of work. The positive reception by employers is best exemplified by the number of part and full-time jobs that were offered VEP youth.

Unions also had active involvement in the programs. Some VEP programs utilized union journeymen as instructors or coordinators. Through the efforts of many labor officials VEP has been helpful in improving the image of organized labor with the community and has given a realistic understanding of labor to youth. Most programs included a session on labor history and the role of unions in the world of work. Labor, therefore, had the opportunity to inform youth of the role of unions and present their perspective on labor management relations of which few youth were knowledgeable. Exposing youth to organized labor may inspire them to pursue apprenticeships or consider more carefully a union career.

STAGE III - WRAP-UP

Assessments:

While local programs were still operating, nine members of the NAB/HRDI and VEP Contract Center staff assessed programs in approximately 48 cities covering 78 subcontracts. These assessments were concentrated on programs containing Special Emphasis components. An assessment form was developed and used by all nine persons on the assessment team. Basically there were eight areas to be examined: management and organization, marketing, implementation, coordinators, linkages and utilization of local resources, compliance with subcontract and self-monitoring/evaluation mechanisms.

Assessors gathered this information by talking with employers, coordinators, subcontractors and youth. Youth were usually interviewed on a one-to-one basis and occasionally in small groups. It was common for the assessor to visit worksites and classroom accompanied by the coordinator. In a few instances, VEP assessors were met in cities by DOL representatives or a member of the St. Louis University team, but otherwise assessments were done individually.

Local:

Subcontractors were required to end VEP programs no later than September 15, 1978. Coordinators who did not exceed 480 hours of work could remain on the payroll to assist in forms preparation up to 40 hours after the last day of enrollee participation.

To close out the program, subcontractors were responsible for submitting a final report to the VEP Contract Center containing information regarding financial expenditures and invoices, completed questionnaires and a program narrative.

National:

The VEP Contract Center was responsible for collecting and analyzing programmatic data and information to include in this report. In addition, the Contract Center had to process 135 final invoice reports. This was a very time consuming process, as many subcontractors did not submit all of the required documents and letters. Phone calls to request specific information had to be made. Unanticipated costs had to be negotiated and a temporary bookkeeper was hired to assist the financial administrator.

CASE STUDY

Shelter Institute, San Francisco

"The Shelter Institute's Vocational Exploration Program involved twenty-five students from high schools throughout San Francisco in an intensive three week program of work awareness, work exploration and work experience. Work awareness included filling out applications, simulated job interviews, values clarification, and career information. Work exploration included a range of field trips to various types of business and industry as well as bringing in guest speakers. Work experience enabled students to participate in program management and to work together on program projects."

Shelter Institute's interpretation of work experience as student participation and involvement led to a number of innovations in the VEP program design. The areas of student involvement were as follows:

1. Curriculum Critique and Development

   A small team of students were delegated the responsibility of reviewing materials from various sources related to career education. The students selected materials they felt were relevant, xeroxed and collated the materials for distribution to the group, and presented their rationale for the selections to the group.

2. Career Contacts

   A career contact team conducted their own research, utilizing telephone and service directories to identify businesses and industry in areas of interest expressed by students. Phone contact was used to establish appointments for individual or small group visits for independent exploration. This team also identified emergency referral organizations to help students with potential problems and needs (drugs, pregnancy, counseling).

3. Program Paperwork

A team of students wrote and typed thank you letters to field trip and exploration sites, took charge of payroll records and writing checks, and assisted one another in the preparation of resumes.

4. The Program Foreman

On the first day, the Coordinator accepted applications for the role of program foreman (forepeople was rejected by the students as an awkward term). One male and female rotated in this position. Responsibilities of the foreman included: taking attendance, collecting independent work assignments, and assisting in handling discipline problems.

5. The Union

On the first day of the program, students organized their own union "to protect their rights as workers and to establish a reasonable working relationship with their employers -- the Coordinator." The establishment of the union helped to orient the students to the role of labor and to also provide a mechanism for student feedback.

An outside facilitator, familiar with labor unions, was utilized to help the students think about a union, brainstorm ideas, and

> problem-solve as they established their own union. The majority of the students were unfamiliar with unions and its implications for the workers. After a joint information period, the students worked with the facilitator to elect union leaders, develop union bylaws and union demands.
>
> After the closed meeting (approximately 45 minutes), the Coordinator was called in to the meeting and informed of the union structure and demands. The Coordinator agreed to negotiate with the elected union representatives.

This type of student involvement in VEP provides obvious benefits for both the students and the Coordinator. Students, while gaining knowledge of management-labor procedures and practices are also forced to accept greater responsibility as individuals and as a group. The union deals with all discipline problems, which strengthened peer relationships and forced the students to regulate their own behavior. The various student management teams and the union relieved the Coordinator of time consuming duties which allowed her to expand program activities and improve the quality of the program.

CASE STUDY

Youth Opportunities Unlimited, Omaha

Omaha, Nebraska utilized the Offutt Air Force Base in an innovative approach to vocational exploration. Youth Opportunities Unlimited (YOU) which headquarters on the Base, subcontracted with the National VEP Contract Center to administer VEP and serve 104 economically disadvantaged youth between the ages of 16-21.

YOU, with the assistance of the local NAB and HRDI offices developed job sites in civilian-run operations on the Base. These sites were carefully selected to meet the needs and interests of the youth and were coordinated with military personnel.

The young people from Omaha were provided with a one-week intensive orientation to the VEP program, the world of work, career awareness, personal interaction, and counseling. The youth lived on the Base during the orientation week in facilities provided by the Department of the Air Force under the Defense Community Services Program of the U. S. Department of Defense. At this time the students received an overview of the career areas from which they chose 5-7 for in-depth exploration and on-site job experience during the remaining 7 weeks of the program.

Twenty-one career areas with 79 different occupations were identified for VEP student participation. All of the jobs and job sites are in the civilian category and have private sector counter-parts in the community. Some of the career areas chosen were: medical services, accounting and finance, clerical, printing and binding, computer systems, audiovisuals construction, fire department, food services, retail sales, mechanics and vehicle maintenance.

Youth were supervised by program coordinators and regular supervisory personnel on the job site. Some students rotated jobs within one career area and many chose to explore various career areas. The VEP students also congregated weekly for an educational seminar to discuss interviewing techniques, job search skills and share their VEP experiences. In addition, the youth toured many of the larger companies in the community and were exposed to the private sector and organized labor activities in the work world.

Of the 104 students enrolled, 12 youngsters were handicapped, 20 were youthful offenders and over 40 girls and boys were placed in non-traditional job roles. Some of the handicapped youth required special counseling and placement to meet their individual needs. Offutt Air Force Base offers the opportunity for extensive career exploration for these "special" youth that cannot be found elsewhere.

The self-containment of the Base affords the coordinators the opportunity to remain in close contact with the youth on a daily basis. Although the Base is located outside the Metropolitan area, the problem of transportation for the youth was overcome through the use of rented buses.

The enthusiasm and cooperation of Offutt military and civilian personnel was overwhelming. The use of military installation for the VEP program is an innovative and effective strategy.

CASE STUDY

American Postal Workers Union, Hartford

In Hartford, Connecticut the Postal Workers Union and the Connecticut Business and Industry Association jointly operated a VEP with a total of 121 youth. Fourteen of these youth were recruited from the American School for the Deaf in Hartford.

These fourteen youth were all hearing impaired. They were organized with a single coordinator, a teacher at the American School for the Deaf who had extensive training and experience with hearing impaired youth. This was his first experience with employer placement of these youth.

The coordinator structured a program which had four days of worksite placement with a wide variety of employers. The coordinator with the assistance of the Field Specialist from the School of the Deaf recruited employers. Each employer received a letter outlining the objectives of the program, limitations on activities, the role of the coordinator and where he could be reached. Most worksites were with small employers and a number were in technical areas such as printing and precision tool building. The fourteen youth were spread throughout ten cities in the Eastern section of Connecticut which required extensive travel by the coordinator and special travel arrangements for group sessions.

The triad of employer, youth, coordinator seemed especially helpful in this program. The coordinator developed communication systems with the employer when needed. He straightened out both parties where confusion developed and showed both how they could resolve their communication needs on their own in the future.

On Fridays all the hearing impaired youth participated in group sessions specially designed by the coordinator to expose youth to other careers and orient youth to the forces active in the world of work. Youth were exposed to careers in newspapers, hospitals, the Postal Service, sciences and apprenticeship. They were oriented to traditional and non-traditional careers, credit and installment buying, and organized labor. These sessions were done through field trips and presentations by practitioners which incorporated films. The coordinator made special efforts to find presenters who would communicate with the youth. For instance, labor orientation was done by a shop steward with the Steelworkers who services all the hearing impaired workers in his plant.

A follow-up by the coordinator found that four of the youth leaving high school were offered full-time employment by their participating employers, four who were returning to school were offered part-time employment, four will simply return to school and the other two had an unknown status. This would seem to support the coordinator's estimation that VEP was a"port of entry"for his youth, which was necessary because of the limited work experience and poor placement prospects that hearing impaired youth have.

CASE STUDY

ANAIFCO, Atlanta

Atlanta Negro Airmen International Flying Club Organization (ANAIFCO) was once again involved in the summer youth program they call CETA Fliers III. In this case the acronym CETA represents career enrichment through aviation. ANAIFCO subcontracted to provide an eight week Vocational Exploration Program involving classroom training and career counseling for twenty-five (25) economically disadvantaged youth. The CETA-Fliers program was designed to offer a comprehensive view of job opportunities in aviation through:

1. aeronautical knowledge;
2. observation and instruction in various airport operations;
3. model aircraft construction;
4. survey of aviation-related occupations;
5. first hand observation of people in aviation-related occupations;
6. field trips to a variety of aviation facilities;
7. simulated flight training;
8. local and cross country orientation flight training.

"The Cultural Fair Intelligence Test" was used as a part of the selection process. This non-verbal test was used to determine that the enrollees were of average intelligence and possessed the ability to follow directions. Applicants were also considered on the basis of their interest in aviation, and were interviewed by the Administrator, counselor and ground instructors. As a result, most of the youth could comprehend the technical material presented, but many had difficulty with reading, spelling, language skills and short attention spans. These problems were overcome with the help of close instruction and counseling.

Enrollees spent a great deal of time receiving experience on the flight simulator, training in pre-flight procedures and effects of controls. Enrollees completed orientation and cross-country navigation flights. In addition, classroom sessions were filled with theory and supplemented by speakers and field trips. Each participant also received intensive career counseling and information regarding job seeking skills and prerequistics for a career in aviation. The CETA Fliers, in their own evaluations of the program, indicated that they felt the field trips, speakers and orientation flight training were definite plusses. They especially enjoyed the trip to NASA Space and Rocket Center in Huntsville, Alabama where they saw the space shuttle. Although they liked the observational phases most, the enrollees acknowledged that the classroom instruction was necessary and admitted that they learned a tremendous amount about aviation in a short period of time. About fifty percent of the enrollees stated that as a result of their participation in the ANAIFCO CETA Fliers program, they intend to continue their education and seek further training so that they can pursue careers in aviation.

CASE STUDY

YWCA of Philadelphia

The program provided non-traditional vocational exploration for 72 females in Philadelphia. All VEP participants were members of PROVE, Program Reaching Options in Vocational Education. PROVE is an ongoing program for women in non-traditional vocations co-sponsored by the Philadelphia Public School Skill Center. This is an excellent example of utilizing local resources and agencies in augmenting VEP. The following occupational areas were explored by the female enrollees through limited practical experience: painting and repair, electricians assistant, management skills, maintenance and repair, and bank management.

Counseling sessions were held every Thursday and Friday. Students were placed in one of (5) five groups and scheduled for two hour sessions, with one of the three (3) VEP coordinators or two-in-house counselors. Counseling themes focused on the development of a positive and strong personal image and the meaning, consequences and reactions to crossing into traditionally male oriented occupational institutions. The curriculum areas covered were: value clarification, job exploration and self-assessment. Field trips were also a part of the program and were designed to correspond with training areas and to make students more aware of career options available in today's work world.

Lastly, in-house program monitoring was conducted through evaluation. The students were asked to evaluate components by rating field trips with brief explanations for the rating. The "Jobs-Employee Evaluation" provided coordinators with information on students performance and progress. The form is completed by the student and employer. It can be used by the coordinator during counseling discussion sessions. Employee evaluation was completed every other week. The "Employer Evaluation Form" was used by coordinators to evaluate each job site and to provide information for more consistend job developing and job placement. The VEP evaluation provided a number of observations. For instance, students enjoyed the field trips but would haved liked to participate more in the planning of VEP. This program proved to be very well structured and managed.

RECOMMENDATIONS

1. To allow for more time before youth begin activities for planning and preparation of local programs. This can best be done by contracting early in the calendar year.

2. To allow for the cost of administrative and consumables directly relating to local VEP operations.

3. To initiate a more effective payments system for non-profits which would require less frequent payments to subcontractors.

4. That subcontractors and coordinators be oriented uniformly on VEP early in the program planning stage.

5. That the Department of Labor investigate ways to change the CETA eligibility criteria as it pertains to handicapped youth to enable a larger pool of these youth to participate in future VEPs.

6. That Department of Labor improve communications with local CETA prime sponsors' staff regarding their role in VEP.

7. To improve communications with local welfare agencies regarding the status of VEP youths' allowances toward family income.

8. That vocational exploration be redefined and clarified, especially regarding the boundaries of work experience as a VEP component.

9. That the Department of Labor continue to fund vocational exploration programs which actively involve both business and organized labor. Further, that as a summer youth program vocational exploration be funded through state and local CETA prime sponsors rather than a national contractor.

PROCESS AND IMPACT EVALUATION OF THE SUMMER 1978 VOCATIONAL EXPLORATION PROGRAM

February 1979

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OFFICE OF YOUTH PROGRAMS SPECIAL REPORT NUMBER 28

OVERVIEW

A major goal of the Youth Employment and Demonstration Projects Act of 1977 (YEDPA) was to improve the quality of work experience for youth. Wherever possible, employment in the private as opposed to public sector was to be encouraged in the belief that this would prove a more realistic work experience. Worksite monitoring and follow-up were to be increased in order to discover and correct problems as well as to provide continuing contact with youth in the job setting. Occupational counseling, job rotation, efforts to overcome sex stereotyping and other enrichments were to be added to increase the long-term impacts. Finally, work experience was to be combined, where feasible, with vocational training, basic education and other supportive services. Underlying all these approaches was the assumption that the extra investments to enrich, better administer and coordinate work experience programs, and any hidden costs from reduced output during time spent in enrichment activities, would be justified in terms of favorable short-term and long-term impacts on participants. At the same time, this assumption was to be carefully tested under the YEDPA "knowledge development" activities.

The Vocational Exploration Program (VEP) operated since 1971 as a national component of the Summer Program for Economically Disadvantaged Youth (SPEDY) seeks to augment summer work experience in the same ways as YEDPA seeks to improve year-round programs. In fact, the regulations for SPEDY were modified in 1978 to give greater emphasis in prime sponsor programs to the vocational exploration approach to make SPEDY more consistent with the broader YEDPA mandate.

VEP is both a nationally run component and a local prime sponsor option. The national component is operated through a contract with the National Alliance of Business and the AFL-CIO's Human Resources Development Institute. The VEP model offers work and learning opportunities in private sector worksites. Counseling, occupational information and exposure to private sector institutions are provided to enrich the work activity. Counselors are provided to youth at work stations. Linkages with vocational training and education are encouraged.

This report consist of three sections: First, a process study of the implementation of VEPs; second, a comparison of changes in attitudes and behavior of VEPs and SPEDY enrollees; and third, a more detailed analysis of the data to determine for whom the VEPs model seems to work best.

The process analysis indicates that there is not a single VEP model, but several different approaches. Roughly a sixth of VEP participants are in projects emphasizing classroom instruction with some work observation. Another two-fifths are in worksite placements augmented by classroom instruction. The remaining VEP participants are involved almost entirely in worksite activities after some orientation. It is the best estimate that half of the participants in the latter category are in structured positions where they receive significant contact with counselors. The remainder are pretty much in work assignments alone. The quality of the worksites, the matching with individual needs and the degree of counseling and follow-up, vary significantly from site to site.

Without question, however, there are significant differences between the typical VEP and SPEDY programs:

1) VEP worksites are in the private sector, while SPEDY worksites are overwhelmingly in the public sector.

2) Worksite monitoring and follow-up, while uneven for VEP, are much more extensive than under SPEDY.

3) Counseling, occupational information, and motivational efforts are directed to the overwhelming majority of participants under VEP as opposed to a minority under SPEDY.

4) Enrichments such as vocational training and education affect only a minority of VEP participants but a very much greater percentage than under SPEDY.

5) The participants in VEP tend to be older and better educated than their SPEDY counterparts, reflecting a greater degree of selectivity.

The second section of this report comparing SPEDY and YETP participant changes finds that there is an overall positive change in attitudes toward work and knowledge of the world of work. For 14 of the 26 indicators of social attitudes, the magnitude of positive change is greater for VEPs than SPEDY enrollees. For 12 of the 17 indicators of attitudes toward the world of work, VEP participants gain more.

The third section assesses the factors associated with positive changes. While neither age nor year in school are significantly correlated with gains, females and blacks are far more likely to show improvements under the VEP program.

It is difficult to attach magnitudes or values to these assessed changes. Psychological variables are not easily translated into behavioral or economic dimensions. It would appear, however, that the VEP program does not provide any massively better results than regular SPEDY. The analysis does not seek to determine whether exposure to the private sector during the summer leads more often to employment in the private sector. VEPs may be more important as an institutional bridge than because of its differential impacts on attitude and motivation.

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INTERIM REPORT ON THE SUMMER 1978 VOCATIONAL EXPLORATION PROGRAM

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I. INTRODUCTION AND OVERVIEW

Authorized under Title III of the Comprehensive Employment and Training Act of 1973, as amended, the Vocational Exploration (VEP) was jointly conducted and administered by the National Alliance of Business (NAB) and the Human Resources Development Institute (HRDI) of the AFL-CIO. Approximately 140 subcontractors of NAB/HRDI operated summer only programs in this, the third year of VEP programming. While a VEP option was conducted by several prime sponsors, the focus of this report is upon the NAB/HRDI system.

The objectives of VEP can be summarized under four main headings: (1) provide eligible youth with the incentive to remain in school and earn a high school diploma; (2) facilitate the transition to the full-time work force; (3) provide learning experiences for youth in the private sector through a system of job "shadowing" and vocational exploration activities; and (4) improve youth attitudes toward and cognitions about the world of work, individual self-esteem, the value of education and career and life expectations. In popular terminology, these program objectives may be seen as attempts to develop job and coping skills.

The Center for Urban Programs (CUP) at Saint Louis University is obligated to the U.S. Department of Labor (Grant No. 28-29-78-53) to perform the following tasks:

1. Develop an attitudinal/cognitive profile of VEP enrollees and assess change derivative of participation in the program;
2. Using a sample of SPEDY enrollees, develop a cognitive and attitudinal profile of them and compare these data with that derived from VEP enrollees;
3. Assess special components of the VEP program for the handicapped, youth offenders, and entrants into nontraditional work roles; and

4. Conduct site visits to a sample of programs in order to identify innovative program approaches and compile documentation of the issues and practices involved in program implementation.

This research effort is consistent with a long standing interest of the Center for Urban Programs in youth oriented programs. The Center was the monitoring and assessing agent for the experimental Vocational Exploration in the Private Sector (VEPS) program conducted from 1971 to 1973, which experience provided the basic model for implementation of the current VEP program.

The interim report which follows is divided into two main sections. Section II of the report contains material assessing program approaches and implementation features. The material focuses on VEP program operations and includes sub-sections on administration, staffing, worksite development, enrollee recruitment and selection, orientation programming, program content, and worksite analysis.

Section III of the report discusses the research design to be utilized in the assessment of enrollee cognitive and attitudinal change derivative of the program. Inasmuch as these data are still being collected, cleaned, and coded, it is possible at this time to provide only partial demographic data of enrollees and a description of the analysis routines to be followed in assessing cognitions and attitudes.

II. PROCESS EVALUATION AND IMPLEMENTATION ISSUES

The observations concerning the implementation of the 1978 Vocational Exploration Program are a result of two on-site visits that the CUP faculty and staff conducted in twenty-one cities operating forty-four VEP programs.

A. Overview and Highlights

The on-site monitoring efforts were designed to achieve two goals. First, the initial visit was conducted before the programs were operational in order to familiarize local program staff with the pre-program survey instrument and to obtain details of the planned program. Second, the follow-up site visits were made during the operating phase of the programs. These visits enabled CUP personnel to determine how the VEP plans were operationalized in each program and to visit worksites, classroom instruction sessions, and other program components.

Preliminary findings of these site visits are detailed in the following sections. The highlights of the findings can be summarized as follows:

1. The 1978 Vocational Exploration Program exhibited an extremely wide range of organizational and operational components.
    - Program organizations varied from one person conducting an isolated program to large staffs operating programs that were well integrated into the local summer youth effort.
    - Programs ranged from having one component through multifaceted efforts employing such elements as orientation, classroom vocational skill instruction, group counseling, and worksite observation.
2. The involvement of NAB and HRDI varied widely. This variation appeared to stem from existing local relationships with youth programming and the interests of the local NAB and HRDI representatives.

3. Many cities in which VEP programs were operated in previous years had new program operators for the 1978 VEP; the resulting absence of continuity or experience factors complicated program comparison.
4. Generally, VEP coordinators hired by the individual subcontractors developed the worksites used in the shadowing segment of the program.
5. A majority of the worksites were with small employers.
6. Most programs had little difficulty in recruiting their planned number of enrollees. However, a number of cities had to use a variety of techniques including newspaper advertisements and radio and television coverage to meet their slot requirements.
7. Enrollees in the regular program were generally in-school with many high school graduates planning to continue their education in the fall.
8. Programs for three special emphasis groups -- handicapped youth, youthful offenders, and non-traditional roles -- were somewhat more difficult to structure.
9. Virtually all programs conducted an initial orientation program that lasted from one to five days.
10. Vocational Exploration Programs were of three broad types in which emphasis was placed on:
    a. Classroom instruction with some work observation, or
    b. Combinations of classroom instruction and a worksite placement, or
    c. Only a worksite placement.
11. In addition to the program elements of orientation, worksite placement, and classroom instruction, VEP programs often included such activities as on-going counseling sessions, field trips, rap sessions, and wrap-up meetings.

12. Programs which contained components in addition to a worksite placement were generally able to maintain a focus on worksite observation or "shadowing" as opposed to work experience.

13. Some subcontractors viewed VEP more as a work experience program than a vocational exploration program.

14. Most VEP enrollees who were involved in observation or a worksite placement, were in clerical or sales positions, or in positions developed or matched to their career interests.

15. A number of VEP enrollees expected to receive part- or full-time job offers after the program ended.

16. Non-traditional special emphasis groups were disproportionately female in male dominated occupations.

17. Handicapped and youth offender programs were generally more difficult to operate than the regular VEP programs.

These highlights represent preliminary generalizations made from the on-site visits conducted by CUP. The following sections provide additional detail and insight into the operation of the 1978 VEP. As with the highlights, the following discussion is based solely on the observations made by CUP during visits to the sampled operational programs.

B. Administration

The administration of VEP was influenced by two major choices: the type of local subcontractor who was responsible for the operation of the program and the type of subcontractor arrangement that was established. These choices did not affect the overall contract arrangement between NAB/HRDI and the U.S. Department of Labor. Communications, including proposals from local groups, were to go to the NAB/HRDI Vocational Exploration Program Office which was housed in the Washington, D.C. headquarters of the National Alliance of Business.

Local subcontractors, the first major choice affecting administration, could be either private for-profit employers or private not-for-profit organizations. Included in the latter group are community based organizations, nonprofit charitable organizations, Chambers of Commerce, trade assocations, labor organizations and private educational institutions. Although some private sector employers submitted proposals and were designated subcontractors, most VEP local subcontractors were from the non-profit sector. Many of these were business related groups and trade unions.

The use of non-profit subcontractors created a difficult situation for programs that planned to utilize worksite placements as part of their program. These groups often had no particular contacts in the business community. Lacking initial contacts meant added pressures on these groups to develop the necessary number of worksites for enrollees. In some cases these pressures resulted in presenting the program to potential employers in such a manner that the program goals and regulations were not stressed, thus enabling youth to obtain worksite assignments.

For programs where the use of worksites was not a program component or received a minor emphasis, non-profit subcontractors presented no difficulty. In fact many of the non-profit subcontractors were adding VEP to their already successful programs, often utilizing concepts and strategies in the VEP program that had proved successful in their other programs. The use of private sector businesses as subcontractors usually guaranteed that any necessary worksites would be more easily obtained from existing contacts. This was also true for such non-profit groups as Chambers of Commerce and trade organizations.

There were two types of subcontractor arrangements: single employer subcontractor or umbrella subcontractor. Under the single employer arrangement the subcontractor conducted and administered VEP solely within its own facilities. The umbrella arrangement involved a subcontractor who was responsible for administering and coordinating a VEP where a number of organizations including private sector firms and non-profit agencies, served as program sites for youth. Most of the 1978 VEP subcontracts were of the umbrella type. Although the umbrella arrangement by definition places more of an administrative burden on the local subcontractor, it is also more feasible given the reluctance of many large employers to handle the entire program. While many larger employers have the capacity to serve as single employer subcontractors, they appear to be committed to other existing summer youth activities or find the lead time in VEP much too short.

With few exceptions the choice of subcontractor or type of arrangement made little difference in the administrative burden of VEP. The recordkeeping, time sheet and payroll procedures used in operating VEP were simply added to the organization's regular procedures. In many cases these activities were easily meshed with "normal" operations. Even in cases which had some problems, these were viewed as accounting matters and did not significantly interfere with program operations.

There were, of course, exceptions which proved to be more troublesome. These administrative matters which created problems involved payment of allowances (not subject to withholding) rather than wages, and insurance and bonding requirements. Many subcontractors had little or no experience in dealing with these matters. Some completed the entire program without resolving issues such as obtaining the bond. Again, these administrative issues, while troublesome, did not create difficulties in programming. Also, it should be noted that there were administrative problems regardless of the type of subcontractor or arrangement. However, the extent of problems varied widely.

CUP expected that cities in which VEP operated during 1977 would be more experienced and would have fewer problems. However, although VEP had operated in these cities last year, often a different subcontractor conducted the 1978 program. In addition, even the same subcontractor often utilized new staff. Therefore, many subcontractors were in effect new operators in 1978.

The local role of NAB and HRDI varied widely. The subcontracts were handled by the National VEP office. In some cases the local NAB and HRDI representatives were only peripherally involved. This lack of involvement was exacerbated by the local representative's previously less than satisfactory relationships with the subcontractor and other summer priorities. While "benign neglect" was often the rule, there were a number of examples of very close continuing cooperation between the NAB and HRDI representatives and the local subcontractors. Sometimes the regular SPEDY program operators were drawn into this cooperative arrangement and contributed time and funds. In these cases, SPEDY often funded a portion of the VEP program effort, (e.g., paying for classroom skill training instructors).

One universal administrative issue was the relatively short time that program operators had to submit proposals, await their contract, and implement the program. Delays in processing proposals and finalizing contracts was placed variously on the Department of Labor, national NAB/HRDI, local NAB or HRDI and others. Regardless of the responsibility, efforts should be taken in the future to maximize the time between subcontract award and starting date so that local operators have sufficient time to organize their program.

C. Staffing

Subcontracts included funds to hire program coordinators. Coordinators were to perform all program functions including the recruitment of participating employers, curriculum design, counseling, and administrative duties (one full time coordinator was recommended for every 20 to 30 enrollees).

Most program operators hired new personnel to serve as VEP coordinators. In some instances, existing staff was transferred to the VEP program for the summer. Generally, all program activities were the responsibility of the coordinators. Most programs had between one and four coordinators.

The background of VEP coordinators varied considerably. Some agencies shifted their regular staff to VEP, many programs used regular high school teachers and counselors, while others used college students with an interest and background in youth programs or hired recent college graduates. A number of coordinators had worked with or been enrolled in the previous summer's VEP.

While it is difficult to characterize a "good" coordinator based on the limited nature of the field visits, it appeared that the vast majority were sincerely interested in contributing to the enrollee's progress in the program. Generally, any coordinator problems seem to result from lack of experience and, in a few cases, poor judgment in hiring on the part of the subcontractor.

The coordinators played the pivotal role in the VEP programs. Their enthusiasm, imagination, and ability was directly responsible for the degree of success that programs enjoyed. The only cases in which the coordinator's role was less important were the few programs that relied heavily on a structured program of classroom training utilizing outside instruction. Even then the coordinators were involved in recruiting and selecting enrollees, a range of routine administrative duties and the on-going troubleshooting assignments necessary to resolve enrollee and program difficulties.

In the majority of cases the coordinator's role was more extensive and involved a great deal of latitude in structuring and implementing the program.

This responsibility, coupled with the short lead time, often lead to difficulties in phasing-in the program. For example, it was not uncommon for programs to be looking for additional enrollees and/or worksites as the program began operations. This made orientation a fragmented component and lead to some poor choices of worksites. These problems were much less acute in programs which did not emphasize worksite placements. Programs which stressed classroom instruction simplified the coordinator's role because the responsibilities and consequently, the pressures were significantly less.

Administratively, the VEP coordinators usually reported to the director of an agency, youth program director, or a similar position in larger organizations. The administrator's normal style sets the tone of this relationship — whether control was close with a great deal of supervision or whether the VEP coordinator would have a relatively free hand to conduct the program with a minimum of direction. Programs with a more structured set of activities usually resulted from more planning by the subcontractors and implied closer control of the coordinator in order to meet the program plan.

D. Worksite Development

Worksite development for the VEP program was difficult for many subcontractors to implement successfully. This activity requires ample lead time and a comphrehensive strategy, both of which were often lacking in VEP.

Several questions concerning worksites must be addressed in order for this component to be satisfactorily implemented. First, how can worksites be developed which permit "shadowing" and job rotation instead of merely offering work experience? Second, should worksites be developed before or after the youth begin the program? Third, what kinds of positions, employers and supervision provide the best opportunity for worksite observation?

Admittedly these questions are not easy to answer. However, formulating answers on the role of worksites can lead to improvement in the operation of VEP. Since work experience in the private for-profit sector is prohibited by the federal regulations governing CETA programs, the development of worksites conforming to the regulations is crucial. Programs which were successful in this area resisted the easy way out — that of saying, "We (the program) can give you a youth to work this summer." Instead, the programs presented the VEP goals and objectives and stressed the necessity of meeting the regulations concerning work experience (no matter how one feels about them). This approach was no doubt more difficult to use, resulting in more refusals, but employers who agreed to participate understood fully what was expected of them. Participating employers appeared to be most impressed by the availability of the VEP coordinators to handle problems and the lack of "red tape" in the VEP program.

The question of when to develop the worksite is also difficult to answer. If worksites are developed before the enrollees begin the program, youth often feel that their career interests will not be considered. However, waiting until the enrollees have started creates time pressures and assumes that interests can be determined early in the program. In addition, potential enrollees always want to know what types of jobs or worksites they will be observing. In most programs a combination of the two choices was forced on the coordinators because they did not have sufficient sites when the program began. Therefore, they continued their efforts after the youth were enrolled. In some instances, the programs did attempt to ascertain enrollee interests so that worksites could be developed or matched from an existing pool of sites to coincide with enrollee interests.

The qualities of the "best" worksite remain open to question. From its field visits, CUP can cite a number of factors or combinations of factors that lead to quality worksites. The main differentiating element is the worksite supervisor's interest in the program and the youth. Although this might seem obvious, it is sometimes difficult to operationalize in selecting worksites. All too often the programs are in a rush for worksites and will take all comers, or more precisely, will sign up anyone who agrees to participate. Due to the need for close and sympathetic supervision, especially for youth in the three special emphasis groups, most enrollees were at smaller employers where the owner provided the worksite supervision.

These positions were generally developed through personal contacts made by the coordinators. Although the VEP coordinators usually developed the worksites, they often made use of the entry provided by the affiliation of VEP with NAB and HRDI. The strength of the entry depended a great deal on local conditions and the nature of the subcontractor. For example, a Chamber of Commerce did not particularly need the NAB or HRDI affiliation in order to gain access to potential participating employers.

E. Enrollee Recruitment and Selection

VEP enrollees were to be youth between the ages of 16 and 21 who were CETA certified as economically disadvantaged. NAB/HRDI materials expressed a preference for youth who were entering their junior or senior year in high school or had dropped out of school. In 1978, three special emphasis groups were added to those which could be served through VEP. These were handicapped youth, youthful offenders, and youth in programs emphasizing non-traditional roles.

Programs used a number of different methods to recruit youth. Recruiting through the school system and the local prime sponsor's SPEDY program were used in many areas. Community youth centers and alternative schools were also used to recruit youth. In several cities VEP ran newspaper advertisements and displayed posters, and in some were featured in local radio and television news reports.

These efforts usually produced more than enough potential VEP enrollees from which to select the program participants. There were some cases where recruitment was a problem due largely to the competition from other programs (many with assured funding which came earlier than VEP) in the area and some instances where regular jobs were available at higher hourly rates than the $2.65 per hour paid by VEP. It should be noted that the tax free $2.65 hour paid as an allowance under VEP is equal to a higher hourly wage if the taxes on the latter are considered.

In the program with an adequate number of potential enrollees, the selection process for the regular enrollees, as opposed to the special emphasis groups, generally involved a personal interview with the coordinator. The coordinator would determine the youth's suitability for VEP based largely on the subjective impressions gained from the interview. These impressions included the interviewer's judgment concerning the potential enrollee's "interest" in the program. A few programs utilized more formal (and perhaps more objective) methods to assess the interest and sometimes the skills of potential enrollees. Programs employing such techniques tended to be those which placed a major emphasis on classroom skill training and instruction. These programs felt justified in screening participants based on measures of interest and aptitude to ensure that the enrollees would benefit from the planned instruction.

In some cities VEP had to obtain enrollees from the pool of SPEDY eligible youth in order to meet the requirement that the youth be CETA certified as economically disadvantaged. In these cases VEP often had no choice in determining which youth were referred to the program, since the prime sponsor would only agree to refer youth on a random basis. VEP programs faced with this situation usually interviewed and then accepted most of the referrals, but may have done so in order to ensure attaining their planned number of enrollees. In a few cases, programs were unable to obtain the desired number of referrals from the summer program. This appeared to result in cases where the summer program needed the eligible youth to meet their enrollment goals.

Enrollee recruitment and selection for the special emphasis groups was handled differently. Programs which opted for filling their planned number of special emphasis group enrollees through regular channels usually fell below their goals. On the other hand, programs which made special contacts with agencies and schools which would have knowledge of youthful offenders and handicapped youth had little difficulty obtaining enrollees. Youthful offenders were usually located by seeking referrals from juvenile courts, probation and parole officers, and special programs designed to serve status or other youthful offenders. Handicapped youth were usually recruited at special schools for the handicapped or from existing school programs.

Recruitment for programs which emphasized non-traditional roles was generally easier than for handicapped or youth offenders. Almost all the non-traditional programs were designed to place females in non-traditional occupations. In recruitment and selection, coordinators usually used the pre-enrollment interview to determine whether or not a woman was interested in exploring a non-traditional occupation. In the event she was, she was merely enrolled in the non-traditional program or segment of the program.

F. Orientation Program

In addition to providing vocational or career exploration, VEP programs were to include instruction on the techniques and skills required to find, obtain, and maintain a job; the relationship between education and employment; the principles and practices of business and the free enterprise system; and labor-management issues and practices, labor history, and the collective bargaining system.

VEP programs conducted orientation sessions which served as an introduction to the program and met, at least partially, the above objectives. These sessions usually were conducted in a classroom setting over a one to five day period. A variety of techniques were used to provide instruction in these areas.

The most frequently used techniques were outside speakers either alone or in panel discussions, presentations by the VEP coordinators, role playing and skits, and field trips to local businesses and agencies. Outside speakers usually made presentations on business and industry, company personnel policies, and labor organizations and the role of collective bargaining. Films, film strips, tape cassette programs, and various printed brochures and pamphlets were used during orientation in many programs.

VEP coordinators undertook a major role in most orientation programs. In addition to arranging and coordinating the guest speakers, field trips and materials, the coordinators usually conducted those portions of the orientation concerning job applications and resumes, job interview techniques, and essential world-of-work attitudes.

After initiating the program with the orientation sessions, many programs continued to provide this type of information to enrollees at regular intervals in the program. For example, the coordinator in one program met with enrollees as a group once a week to air concerns and provide additional opportunity for sharing experiences. In another program, the enrollees met for additional presentations at the mid-point of the program, while others had wrap-up sessions during the last few days of the program. Only a few programs presented a perfunctory orientation.

As discussed in the following section, the type of overall program that was executed played a role in the stress placed upon the topics during the orientation sessions. For example, programs with an emphasis on classroom instruction during the entire program considered the orientation sessions to be the introduction to the total program as opposed to a separate and distinct segment.

G. Program Content

The major thrust of VEP was to provide youth with an opportunity to explore various careers which were available with the subcontractor or the participating employers to which youth were assigned. Additionally, youth were to receive information on the mental, physical, and educational requirements of these careers.

In order to provide exploration for youth, programs could use activities which included classroom instruction, simulated production activity, on-site experience, worker shadowing, field visits and production by youth from their own projects. However, programs were prohibited from engaging VEP enrollees "in roles which augment employer profits or services." Enrollees could not displace existing employees or prevent new hiring. Programs had to observe existing collective bargaining agreements, health and safety regulations, and federal, state or local labor laws.

Subcontractors designed their programs to meet the exploration objective by emphasizing one of the following program types:

1. Classroom instruction with some work observation.
2. Classroom instruction combined with a worksite placement.
3. Only worksite placement.

The programs with a classroom instruction emphasis were almost always designed to provide vocational or skill training in several occupations. The occupations explored were usually in the construction or building trades, although others such as aviation and film making were explored by some programs. Field trips to worksites on a weekly basis were used to supplement the classroom training. Enrollees typically rotated through five to ten occupational explorations during the summer. The actual training was provided by existing vocational training programs in some cases, while instructors were hired for the summer in others.

In one program, the focus of the classroom sessions was not on training, but was a continuing intensive exploration of successive businesses which were then observed in field trips. The field trips were followed by a debriefing session in which the enrollees discussed what they had seen and wrote up reports on the experience. This program was operated over a four week period and required a great deal of the coordinator's time to maintain the enrollee's interest.

The classroom emphasis programs had the least difficulty in ensuring that enrollees were not engaged in any work experience which contributed to an employer's profits. Enrollees were clearly on observational field trips which added a "real world" dimension to their classroom training. Classroom programs did encounter some resistance from enrollees who perceived them as being "just like school."

The second broad program type used classroom instruction in conjunction with placement at a worksite to enable youth to explore a career. The classroom training provided in these programs focused on improving the enrollees' knowledge of the world-of-work with particular emphasis on job finding skills, necessary attitudes for keeping a job and materials concerning making occupational or vocational choices. The amount of classroom time each week varied from one-half day each day to one-half day each week.

The enrollee spent the remaining time each week at a worksite placement. In this setting the enrollees used worker shadowing to observe the duties and responsibilities of a regular employee. In many cases, the enrollee also received on-site experience, under supervision, in learning how to do certain activities. For example, enrollees in various businesses learned the operation of the cash register, telephone switchboard, duplication equipment, calculators, and other business machines. Few projects were visited which used either simulated production activity or production by enrollees in their own projects.

The quality of the on-site experience varied considerably. In most programs, the VEP coordinator worked closely with the participating employers to ensure that the enrollees worksite placement would contribute to a better understanding of the various careers offered at that site. Taking into account the relatively brief period that enrollees were at the worksite in these programs (usually approximately 20 days) and the amount of supervisory time devoted to orientation to the company and instruction, it is doubtful that the enrollees enhanced the participating employer's profits. Employers felt quite the contrary and made it clear in discussions, that the VEP enrollees generally meant supervisory time taken away from other activities. However, employers were willing to participate for several reasons: out of a sense of public spirit, in order to give youth a chance, and in some cases as a means to recruit part-time help.

The third type of program involved placing the enrollee at a worksite after the initial VEP orientation. These programs can be differiented from the classroom programs which had worksite placements by the lack of any continuing classroom involvement after the program orientation. In most of the programs emphasizing a worksite placement, the only additional planned activities were several field trips and a wrap-up session at the end of the program.

In analyzing the impact of the programs which relied heavily on a worksite placement, it is useful to consider two alternative approaches used in these programs. First, some programs placed enrollees on worksites after obtaining a clear understanding that the youth would not be involved in work experience but would be learning about the business and available careers. Since this procedure did not take the entire eight weeks, these programs formalized job rotation so that enrollees would be at a particular work station for no more than ten days. The work experience obtained in these brief assignments served to give the enrollee a fuller appreciation of the job as done in the real world. Enrollees seemed pleased with the opportunity to do something instead of just hearing about careers.

Second, (and more difficult to justify) some VEP programs made exclusive use of worksite placements and provided nothing additional after the initial program orientation. VEP coordinators in these programs made weekly or bi-weekly visits to worksites to do housekeeping functions such as picking up time sheets and delivering paychecks. In some cases, these visits were used briefly as a counseling contact with the enrollee. Most of the programs that evolved in this manner did so as a result of the time pressure to obtain enough participating employers and as a result did not feel they could make demands on the employers.

Another reason that programs operated with only worksite placements was the operators' or coordinators' desire to structure the program to meet their ideas of what a program should be or what they interpreted to be the desires of enrollees. In these cases, coordinators often lacked the time, resources or imagination to structure a comprehensive program of vocational exploration. As a result they simply met the expressed desire of most enrollees to "do something." Coordinators rationalized their decision based on perceived employer resistance and the belief that enrollees can't really "shadow" for very long. The latter idea is no doubt correct, but calls for a careful program plan rather than following the line of least resistance. In spite of their failure to meet all the regulations, these programs appeared to be well received by most enrollees and subject to relatively little actual abuse by participating employers. In any case, future program efforts can mitigate against this problem by carefully structuring the program in advance.

With few exceptions, the special emphasis group enrollees participated in the same programs as did the regular enrollees. In most cases, no special program components were provided. The handicapped and offender groups required more of the coordinator's time than did the other enrollees. The programs for non-traditional roles were also similar except for the addition of a section on women's role during the orientaton sessions.

H. Worksites

Some of the alternatives for obtaining worksites and their role in the program have been discussed in the preceding sections. However, it is important to note the size of participating employers, types of positions that were obtaine supervision the youth received and the operation of the worksite placement.

Most enrollees who were placed at worksites were with smaller employers, although there were many exceptions to this observation. The larger employers were more difficult to recruit, but where NAB and HRDI promoted VEP and sought to gain access they were able to place enrollees in larger firms.

In both large and small firms, enrollees received an extremely wide variety of career exposure. Most VEP enrollees were involved in clerical or sales positions, or in positions developed or matched to their career interests. Clerical and sales positions may seem routine unless one bears in mind that many of the enrollees had either never worked or had only held clean-up or recreational jobs in regular summer programs.

There were also a number of quality placements. Generally, these were obtained or matched according to the career interests expressed by enrollees during the orientation phase of the program. Since a number of the enrollees were planning on going to college, they were able to learn more about their career plans as a result of VEP.

The supervision that the enrollees received at the worksites was usually adequate. The owner of smaller businesses was often the worksite supervisor. In larger firms, supervisors were usually selected for their interest in working with youth and youth programs.

Where rotation of worksites was initially planned, it was relatively easy to implement. Such rotation was often done at a single employer because of the ease of implementation. In other cases, especially where youth liked the worksite, enrollees were reluctant to change sites even in the name of exploration. In programs with little or no worksite rotation, coordinators justified this decision because it increased the enrollee's chances of being retained in employment on a part- or full-time basis. Several local program operators thought VEP was successful because many of the youth would be employed at the worksite after the program ended.

III. RESEARCH OBJECTIVES AND STRATEGIES

A. Overview

The Vocational Exploration Program (VEP) is authorized under Title III of the Comprehensive Employment and Training Act of 1973 as part of the Summer Program for Economically Disadvantaged Youth (SPEDY). The VEP program, operated through the collaborative efforts of the National Alliance of Business and the Human Resources Development Institute, is in its third year as a summer youth program. VEP is designed to provide economically disadvantaged youth an opportunity to explore career opportunities in the private sector. Its central programmatic objective is to ease the transition from school to work through the development of cognitive and attitudinal skills appropriate to the world of work. However, as Garth Mangum and John Walsh recently stated, "despite over 17 years of public experimentation with employment and training programs for youth, our knowledge of what works best for whom is at best sketchy and at worst non-existent" (Employment and Training Programs for Youth: What Works Best for Whom?, 1978).

The Center for Urban Programs is attempting to narrow the gap of knowing what works best for whom by addressing four major research questions:

(1) What are the attitudinal and cognitive effects of the VEP program on youth (e.g., attitudes toward work and school, knowledge of work rules and employer practices, career and life expectations, etc.)?

(2) Do various combinations of program components have differential effects?

(3) What is the VEP program impact on regular enrollees in comparison to special emphasis enrollees (e.g., handicapped, ex-offenders, and non-traditionals)?

(4) How does VEP compare to other summer youth programs (i.e., SPEDY) in achieving these effects?

B. Research Approach

The major objective of the research effort is to develop a profile of VEP enrollees through an assessment of cognitive and attitudinal changes resulting from participation in the Summer 1978 program. To accomplish this objective, three research strategies were used. First, a quasi-experimental research design resulted in the construction and administration of a pre- and post-program survey instrument to VEP and a sample of SPEDY enrollees. A nonequivalent control group (a sample of SPEDY enrollees) was used for before and after comparisons. The second and third strategies involved a field research approach designed to assess the qualitative factors contributing to enrollee performance. Site visits by CUP personnel to twenty-one cities involving forty-four operating programs were undertaken to identify innovative program approaches and to observe variations in implementation. The third strategy is now underway and involves more intensive site visits to approximately seven of the twenty-one cities to analyze the political, social, and economic environments in which the VEP program operated. The intensive site visits are designed to secure information on program-environment interrelationships (when several programs are compared) that may assist in explaining variations in enrollee performance.

C. Research Design

The analytic design requires qualitative and quantitative data analysis routines focused upon the interrelationships among enrollee background, program characteristics, and enrollee attitudinal and cognitive changes.

The primary independent variables are enrolee demographic characteristics including age, sex, race, highest grade completed, welfare status, and membership in a special emphasis group, e.g., ex-offender, handicapped, or non-traditional roles.

Data on the intervening variables (program characteristics) was obtained through site observations. We are investigating the impact of three programmatic variables: (1) diversity of worksites available, (2) contracted size of program measured by the number of enrollees, and (3) contracted program emphasis, i.e., regular or combinations of special emphasis components.

The central dependent variable is the degree and direction of change in enrollee attitudes and cognitions having the following conceptual focus:

1. Career Aspirations
2. Value of Education
3. Entry Expectations and Exit Evaluation of Program
4. Knowledge of the Work World in areas such as employer requirements, employee behaviors, job search mechanisms, and occupational information.
5. Attitudes Toward Work including measures of work ethic and orientations towards organized labor;
6. Attitudes Toward Self and Society in areas such as life satisfaction, self-esteem, personal efficacy, and interpersonal trust;

7. Attitudes Toward Law including measures of role perceptions and citizenship; and
8. Sex-Role Orientations focusing on perceptions of appropriate sex roles both in social settings and in job-related situations.

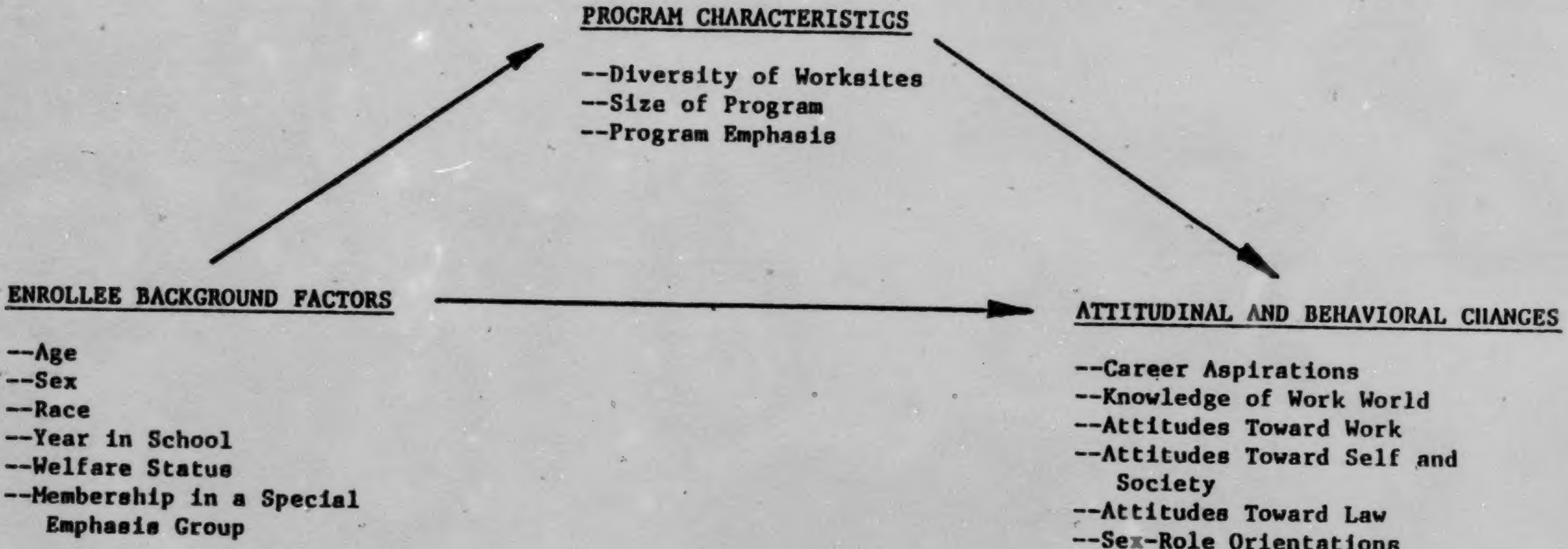
The interrelationships among the three sets of variables are summarized in Figure One. Enrollee background characteristics are expected to have both a direct impact upon attitudes and cognitions and an indirect impact as mediated by program characteristics.

D. Selection of Subjects

The universe was defined as all enrollees in the Summer, 1978 VEP programs (VEP III) in every city that operated a VEP program the previous year (VEP II). The pre- and post-program survey was to have been administered to all enrollees in the VEP III cities meeting that criterion. No sampling of the universe was intended for this portion of the study. Rather, the instruments were to be administered to the universe of enrollees, thereby enabling the Center to have sufficient data for detailed analysis of various subgroups of VEP participants. However, the system for identifying programs was faulty and resulted in several programs that did not participate in the pre- and post-survey activity.

The Center was not notified by the NAB Washington Office in time to administer the pre-test instrument in 9 of the 140 possible Summer, 1978 programs. In addition, information was never received on eight other subcontracts. As a result, the data constitutes a non-random sample. The extent to which surveyed programs differ from non-surveyed programs is under investigation. Preliminary indications are that bias is not a problem.

FIGURE ONE: MAJOR CONCEPTS, INDICATORS AND INTERRELATIONSHIPS



PROGRAM CHARACTERISTICS

--Diversity of Worksites
--Size of Program
--Program Emphasis

ENROLLEE BACKGROUND FACTORS

--Age
--Sex
--Race
--Year in School
--Welfare Status
--Membership in a Special
  Emphasis Group

ATTITUDINAL AND BEHAVIORAL CHANGES

--Career Aspirations
--Knowledge of Work World
--Attitudes Toward Work
--Attitudes Toward Self and
  Society
--Attitudes Toward Law
--Sex-Role Orientations

In each of eight VEP III cities the instrument was administered to a sample of 250 SPEDY enrollees. SPEDY personnel sampled enrollees on a random basis designed by CUP.

Table One displays the frequency and percentage distribution of VEP and SPEDY enrollee characteristics based on preliminary data. For VEP, this profile is based upon 92 percent of the enrollees who participated in the pre-program survey. For SPEDY enrollees, the profile is based on 40 percent of those participating in the pre-program survey.

Table One

Frequency and Percentage Distribution of VEP and SPEDY Enrollee Characteristics

Demographic Characteristics	VEP Enrollees f	%	SPEDY Enrollees f	%
Age				
Less than 16	240	5.5	198	28.0
16	1287	29.5	189	26.7
17	1161	26.4	150	21.2
18	800	18.2	64	9.0
19	405	9.2	50	7.1
20	248	5.6	24	3.4
21	176	4.0	18	2.5
over 21	12	.3	—	—
Unknown	60	1.4	15	2.1
Sex				
Male	2071	47.1	360	50.8
Female	2328	52.9	348	49.2
Race				
White	955	21.7	261	36.9
Black	2762	62.8	372	52.5
Native American	47	1.1	5	.7
Oriental	57	1.3	19	2.7
Spanish Surname	492	11.2	47	6.6
Other	16	.4	3	.4
Unknown	70	1.6	1	.1
Highest Grade				
8th or less	92	2.1	160	22.6
9	382	8.7	75	10.6
10	1136	25.8	91	12.9
11	1213	27.6	80	11.3
12	996	22.6	46	6.5
more than 12	479	10.9	38	5.4
Other	30	.7	—	—
Unknown	66	1.5	218	30.8
GED	5	.1	—	—

Table One (continued)

Frequency and Percentage Distribution of VEP and SPEDY Enrollee Characteristics

Demographic Characteristics	VEP Enroleas f	VEP Enroleas %	SPEDY Enrollees f	SPEDY Enrollees %
Welfare Status				
AFDC	884	20.1	145	20.5
Other	650	14.8	88	12.4
Both	20	.5	13	1.8
Yes, Unspecified	1	.0	86	12.1
No Welfare	2400	54.6	359	50.7
Unknown	444	10.1	17	2.4
Special Emphasis				
Handicapped	393	8.9	Not Applicable	
Youth Offender	522	11.9	NA	
Non-traditional	244	5.5	NA	
Regular	3199	72.7	NA	
Unknown	33	1.1	NA	

VEP enrollees were slightly older than SPEDY enrollees and had completed more years in school. As a group VEP had a much higher proportion of Blacks and a slightly higher proportion of females than did SPEDY.

The modal age for VEP was 16 while that for SPEDY was less than 16. While only 5.7% of VEP enrollees were under 16, 28.0% of SPEDY enrollees were under 16. Over four-fifths of VEP enrollees were 16 to 18 but less than three-fifths of the SPEDY enrollees were these ages.

Since VEP enrollees were older, it is to be expected that they would have completed more years in school. As can be seen in Table One, this proved to be the case. The difference is much greater, however, than appears from a casual inspection of Table One. Almost one-third of the SPEDY enrollees for whom we have data, have an eighth grade education or less; less than three percent of the VEP enrollees are in this category. Again, among those for whom we have data, over half of the VEP enrollees had completed 10th or 11th grade and over one-fourth had completed high school. The same is true of 35% and 17% of SPEDY enrollees respectively.

VEP has a slightly higher proportion of females (53%) than does SPEDY. SPEDY is almost evenly divided between male and female. Several VEP program operators offered a possible explanation for this difference. They noted that the minimum wage was not an attraction to males in their area. Males could receive a higher wage and/or more hours elsewhere. A casual inspection of the data from individual programs seems to suggest that programs run in areas of low unemployment had some difficulty attracting males. Since SPEDY programs were made up of younger youth, they were unlikely to encounter this problem.

VEP had a higher proportion of Blacks than did SPEDY. While only one in five VEP enrollees was white, one in three SPEDY enrollees was white. A little less than two-thirds (62.8%) of VEP enrollees and a little more than half (52.5%) of SPEDY enrollees were Black. While there is twice the percent Spanish surnamed in VEP as in SPEDY, it should be kept in mind that our VEP data is drawn from a much more geographically spread area than is the SPEDY data.

VEP had several target populations for the 1978 Summer program. Over one-fourth of the enrollees were in a special emphasis category. About twelve percent were youth offenders, just under ten percent were handicapped, and five percent were non-traditional.

E. Instrumentation

The questionnaire used in this study, available in both English and Spanish language, attempted to tap several dimensions of work related attitudes. The questions making up each of the subscales were for the most part taken from existing literature. There were, however, some questions added to each of the scales by Center personnel. Since none of the items were validated on the particular group under examination, validity and reliability issues will be dealt with statistically when it is time to analyze the responses. The potential for scaling all dimensions is somewhat limited by the fact that several operational definitions were limited to two or three items. Although using more items for each of the subscales would have been desirable, this was not possible because of the conflicting need to develop an instrument of reasonable length (approximately 30 minutes for execution).

Although the two instruments are essentially the same (the post-survey differed from the pre-survey in that it asked for an exit evaluation from the enrollee), there is little danger that the pre-test will contaminate the responses given on the post-test. This is due to the seven to eight week interval existing between the two test periods. Therefore, we feel at this point that any changes tapped by the instrument will represent true attitudinal and cognitive changes rather than any artifact of the testing procedure.

Besides the questionnaire, site visits were utilized to identify innovative program approaches and to observe variations in implementation. Eight areas of concern guided site investigators when visiting various programs. The eight areas included: (1) Program Organization and Administration, (2) Recruitment and Selection of Enrollees, (3) Enrollee Orientation, (4) Program Content, (5) Characteristics of Work Sites, (6) Enrollee Perceptions of Program, (7) Coordinators Perceptions of Program, and (8) Local Monitoring and Evaluation. The specific questions asked in each of these areas is contained in the VEP III site analysis form.

The Center is currently carrying out the third research strategy of intensive site visits to selected cities conducting VEP programs. Besides the eight areas of concern noted above, these intensive site visits will also analyze socio-political and economic climate in which the various programs operated. Information on other youth employment programs available in the area, the relationships among various programs and actors (e.g., labor unions, school systems, prime sponsors, principal employers), and socio-demographic data for the area will be analyzed.

F. Survey and Field Procedures

Three systems were developed to implement survey and field procedures including: (1) a method for identifying programs eligible for participation in the study; (2) instructions to program personnel for administering the instruments; and (3) use of criteria for selection of site visits.

The system for identifying programs called for the NAB/HRDI Vocational Exploration Program Office to inform CUP on a daily basis of the existence of a funded program. The Center was to receive the following information: (1) Program Operator and address, (2) initial contact person, (3) telephone number, (4) start-up date for enrollees, (5) start-up date for coordinators, (6) total number of enrollee slots, (7) number of anticipated enrollees in special emphasis group, and (8) whether the program was running as a single or umbrella operation.

Attempts were made to contact all programs made known to CUP by the Program Office. Survey instruments were sent to all those programs where information was received in time to insure delivery before the start-up date. As noted previously, we were notified too late to have the pre-test instrument administered in nine programs. In addition, the Center was never informed officially of the existence of eight other programs.

Program personnel were given written instructions for administering the pre-test and post-test instruments. In the site visited cities, coordinators were given a two-hour training session on instrument administration. Coordinators were informed that no instruments were to be given to youth after the first operational week of the program unless the planned intake of groups of enrollees was staggered over a longer period of time. The post-test was to be given on or a few days before the end of the program. The pre-test was to be given before any formal program orientation or components were discussed.

The consent forms, pre-test surveys, and post-test instruments were to be given to youth in a group setting with instructions and questions read to the enrollees. The pre-program and post-program survey instructions are included in the appendix to this document.

Eight criteria were used to guide the selection process of site-visited cities. The criteria were: (1) geographic location and DOL regions, (2) size of city, (3) size of program, (4) availability of special emphasis groups in program, (5) potential for VEP/SPEDY prime sponsor program, (6) history of innovation attempts, (7) time frame for program start-up, and (8) potential for clustering sites for coordinator training. CUP visited forty-five programs in twenty-one cities. In addition, two SPEDY/VEP programs and eight SPEDY programs were visited. The cities selected for site visits are found in the appendix.

G. Data Collection and Recording

Program personnel were responsible for the return shipment within one week of all completed pre-test instruments, consent forms, refusals, unused instruments, and copies of the intake form for all enrollees who were expected to complete the program. The same process of data collection was used for return of the post-survey instruments and related material. In general, program operators were very cooperative in returning materials within the requested time frame.

As questionnaires, consent forms, and intake forms were received from the programs, a double blind procedure was utilized by CUP to guarantee the anonymity of the respondents. At no time was any one person in possession of the consent form, the instrumentation, and the enrollee application. All documentation other than the instrumentation was destroyed after coding.

The coding process was relatively straightforward with the exception of the two open-ended questions on type of preferred job and sources of information about job openings (questions 3 and 5, respectively on the pre-test and post-test). Coders used the three digit Dictionary of Occupational Titles classification to code type of preferred job responses. The code covering information sources for job openings was developed by the Center. A copy of the coding manual is appended to this report.

H. Overview of Statistical Procedures

The initial statistical procedure for examining the differences between pre-test and post-test scores on selected dimensions for VEP and SPEDY enrollees centers on the mean average gain score or change from pre-test to post-test. The second procedure involves examination of the simultaneous effects of multiple independent variables using appropriate multivariate techniques (e.g., regression and correlation). Although causal relationships cannot be demonstrated, a variety of statistical routines are available to illuminate potentially causal relationships and their interpretation.

I. Assumptions and Limitations of Research Effort

Several assumptions and limitations argue against the ability of this research effort to completely answer the question of what works best for whom. As is true of any quasi-experimental design involving comparison groups, the major threat to validity is selection. Without the random assignment of an initial pool of eligible youth to the VEP and SPEDY programs, one remains uncertain about the programmatic effects on enrollee attitudes and cognitions.

Another limitation of the research effort centers on the measurement of short-term changes rather than the long-term durability of the change. Whether VEP enrollees retain any cognitive or attitudinal changes that enhance the likelihood of a smooth transition from school to work remains unanswered. Lacking longitudinal data on enrollee performance seriously impairs the ability of this research to provide the "demonstration effect."

Finally, and perhaps most important, much of this research effort is directed toward measuring cognitive and attitudinal changes rather than behaviorial differences. We are measuring enrollee predispositions toward the work world. Whether enrollees will translate these predispositions into specific behaviors (e.g., believing in the importance of filling out accurately and thoroughly an employment application and actually behaving in that fashion) remains untested.

1978 SUMMER VEP

CUP Site Visits

Akron, Ohio	Akron Summit Tutorial Program Akron Public Schools
Allentown, Pennsylvania	Carbon Training Center, Inc. Lehigh & Northampton Counties Labor Councils AFL/CIO
Atlanta, Georgia	ANAIFCO, Inc. Butler Street YMCA Communications Center of Greater Atlanta, Inc. Metropolitan Atlanta Boys Club, Inc. Printing Specialists Local 527
Baltimore, Maryland	AFSCME, Local 44 YMCA of Greater Baltimore
Denver, Colorado	Employ Ex. Inc. Northern Colorado Consortium, Inc.
Fort Worth, Texas	Fort Worth Area Chamber of Commerce
Lansing, Michigan	I.B.E.W. Local 655
Miami, Florida	Latin Chamber of Commerce Miami-Dade Chamber of Commerce
Minneapolis, Minnesota	B'nai B'rth Minneapolis Regional Native American Center The Way-Opportunities Unlimited, Inc. Welcome Community Homes, Inc. YWCA of Minneapolis Area
New Orleans, Louisiana	Delagdo College Development Foundation
Oakland, California	United Teachers of Oakland
Philadelphia, Pennsylvania	Columbia School, Inc. Negro Trade Union Leadership Council YWCA of Philadelphia
Providence, Rhoda Island	Blue Cross/Blue Shield Community Affairs Office Greater Providence Chamber of Commerce The Outlet Company Woonsocket Chamber of Commerce
St. Louis, Missouri	Regional Commerce and Growth Association
St. Paul, Minnesota	Women's Center - St. Paul YWCA

San Diego, California	Chicano Federation of San Diego County, Inc.
San Francisco, California	Shelter Institute
Syracuse, New York	Greater Syracuse Chamber of Commerce
Tacoma, Washington	Tacoma Employment Service (Fort Lewis) Lower Columbia Community Action Council (Longview) Thurston County Off-Campus Schools (Olympia) Puyallup Valley Youth Services (Puyallup)
Toledo, Ohio	National Allicance of Business (Owens-Corning Fiberglas)
Washington, D.C.	Greater Washington Board of Trade Greater Washington Central Labor Council AFL/CIO

INTERIM REPORT ON ANALYSIS OF COGNITIVE AND ATTITUDINAL CHANGE AMONG VEP AND SPEDY ENROLLEES

I. INTRODUCTION AND OVERVIEW

A major objective of the Youth Employment and Demonstration Projects Act (YEDPA) of 1977 is to improve the quality of the work experience provided youth under the various titles. The central thrust of this programming is based upon the belief that private sector work experiences are preferable to public in terms of impact, experience and effectiveness. Private sector vocational exploration programming has operated since 1971 as a national component of summer programming for economically disadvantaged youth. The current Vocational Exploration Program (VEP) is authorized under Title III of the Comprehensive Employment and Training Act of 1973, as amended.

VEP is both a nationally run component and a local prime sponsor option. The national program is jointly conducted and administered by the National Alliance of Business (NAB) and the Human Resources Development Institute (HRDI) of the AFL-CIO. Approximately 140 subcontractors of NAB/HRDI operated summer only programs in 1978, the third year of VEP programming.

The objectives of VEP can be summarized under four main headings: (1) provide eligible youth with the incentive to remain in school and earn a high school diploma; (2) facilitate the transition to the full-time work force; (3) provide learning experiences for youth in the private sector through a system of job "shadowing" and vocational exploration activities; and (4) improve youth attitudes toward and cognitions about the world of work, individual self-esteem, the value of education and career and life expectations. In popular terminology, these program objectives may be seen as attempts to develop job and coping skills.

The Center for Urban Programs (CUP) at Saint Louis University is obligated to the U.S. Department of Labor (Grant No. 28-29-78-53) to perform the following tasks:

1. Develop an attitudinal/cognitive profile of NAB/HRDI sponsored VEP enrollees and assess change derivative of participation in the program.
2. Using a sample of SPEDY enrollees in selected cities, develop a cognitive and attitudinal profile of them and compare these data with that derived from VEP enrollees;
3. Assess special components of the VEP program for the handicapped, youth offenders, and entrants into nontraditional work roles; and
4. Conduct site visits to a sample of programs in order to identify innovative program approaches and compile documentation of the issues and practices involved in program implementation.

This research effort is consistent with a long standing interest of the Center for Urban Programs in youth oriented programs. The Center was the monitoring and assessing agent for the experimental Vocational Exploration in the Private Sector (VEPS) program conducted from 1971 to 1973, which experience provided the basic model for implementation of the current VEP program.

The remainder of this section covers the research methodology employed in completing the tasks cited above and highlights of the data analysis conducted thus far. Section II provides a demographic comparison of VEP and SPEDY enrollees, a task central to the issue of assessing differences in outcomes of VEP and SPEDY programming. Section III discusses attitudinal profiles of both sets of enrollees for both the pre-test and the post-test and offers a preliminary assessment of the magnitude of change. Cognitions of the world-of-work are explored in Section IV on a pre- and post-test basis together with an assessment of the magnitude of change. Section V provides both attitudinal and cognitive profiles for VEP and SPEDY youth controlled for age. In Section VI data on enrollee evaluations of VEP and SPEDY programs are discussed.

Research Methodology

This report deals with attitudinal and cognitive profiles and change among VEP and SPEDY enrollees in the 1978 summer program. It does not consider program content, approach or administration. The findings reported here stand subject to revision and amplification on the basis of detailed analysis. Scaling of response sets and multivariate analysis constitute the next stage of research and will be reported at the appropriate time.

The basic methodology employed to establish a profile of enrollee attitudes and cognitions involved survey instrumentation to be given to all VEP and the sampled SPEDY enrollees upon entry and exit. The design is a pre-test, post-test with control group (SPEDY). With the exception of questions covering expectations of the program on the pre-test and evaluation of program components on the post-test, both instruments were identical. The survey was to be given on or as close as possible to the first day of the program and on the last day.

The instrument was designed to tap a number of attitudes and cognitions having various conceptual bases; these concepts included knowledge of the world-of-work, life satisfaction, self-esteem, personal efficacy, interpersonal trust, citizenship, views of the criminal justice system, sex role orientations and organized labor. Most of the items were taken from prior survey instrumentation, which foils had been tested for reliability and validity. A smaller number of questions were constructed de novo to tap certain dimensions where no tested instrumentation could be found.

The procedure for implementing the survey was simple in design but complex in implementation. As the national NAB office signed sub contracts, that office notified CUP. This system was by no means foolproof as CUP was notified of several operating programs too late to implement the survey, while others were never brought to our attention. As programs were identified, CUP made telephone contact to explain the project and make arrangements for the delivery of the surveys. An instruction packet was prepared for VEP counselors to use in administering the survey to enrollees. In approximately twenty-five programs, CUP personnel made site visits prior to the start-up of the program to explain the project and procedures; inasmuch as control of the actual giving of the instrument would be in the hands of program personnel and not CUP, this procedure was an attempt at quality control. A validity test by comparing visited and non-visited programs will provide some indication of overall administrative validity. Instructions and survey forms were sent to the operating programs as they were identified and local cooperation obtained. In a small number of cases, slow delivery created some handicaps.

As the programs were contacted, VEP personnel were requested to send copies of VEP enrollee intake forms along with returning the pre-test instrument. These forms provided the basic demographic profile of the enrollees and the data for controlling attitudes and cognitions for demographics. In a number of programs CUP was forced to make repeated contacts with the programs to provide missing or totally absent demographic information, which obviously delayed the processing and analysis activities. An intake system was established for monitoring the return of enrollee applications as well as the pre- and post-test surveys. Simultaneously, a coding manual was constructed.

Similar procedures were followed in disseminating the post-test as were followed in the pre-test. As with the demographic data, numerous delays were experienced in obtaining the completed post-tests. In at least one case, the post surveys were lost. Since program completion dates varied widely depending on program start-up and the length of the program, processing of the surveys occurred on a random basis. Since many programs did not terminate until late August, the processing of the data for coding and key punch was unavoidably delayed. In addition, much time was taken up with gathering missing information or tracking whole sets of post-tests. The overwhelming number of programs were cooperative, but the few recalcitrants delayed the processing component.

The coding procedure was relatively straightforward since most questions were closed-ended. For one of the two open-ended items, the Dictionary of Occupational Titles was used to classify the response to desired full-time employment. A predetermined code was used for the other item.

Once coded, data were transferred to punch card and then entered on mag tape. Given the work-intensive tasks required, four data files were constructed with a view toward constructing an analysis tape once preliminary review of the data had been conducted. Considerable time was taken in folding into the system individual demographic data, program data and the pre- and post-tests and verifying the coding. Utilizing a number of pragmatic routines, data for this report were generated.

Highlights

On the basis of our preliminary review of the data, the following items appear worthy of note.

1. VEP enrollees were older and had completed more years in school than SPEDY enrollees. VEP programs had a higher proportion of Blacks than the sampled SPEDY programs. The sex ratio was similar for each group. Females constituted 52% of the VEP enrollees. Over half of the VEP enrollees were sixteen to eighteen. One-third of the VEP enrollees had completed high school.

2. While there is an overall positive change in social and work attitudes among both VEP and SPEDY enrollees the direction of that change is not consistent across all dimensions. Within these aggregate measures, there may be statistically significant which would be revealed by multivariate analysis to be completed in the next stage of the research project. In short we know there is generally positive change but we are unable to assess at this point in time where significant change may be located.

3. The data show an overall improvement in knowledge of the world-of-work among both VEP and SPEDY enrollees. However, there is a lack of consistency in the direction of change. Definitive results await further analysis.

4. Controlling for age of enrollee the social and work attitudinal changes were not substantially altered. A similar pattern was shown in the knowledge of the world-of-work.

5. Enrollees agreed that the program helped them decide what kind of job they would like to have, thought that the orientation sessions explained the program adequately, and felt counselors and supervisors were helpful.

II. DEMOGRAPHIC COMPARISON OF VEP AND SPEDY

Pre-program surveys were coded for 4863 youth enrolled in the VEP program and 1591 youth in the SPEDY program. An attempt was made to collect demographic data from each enrollee. Table I displays demographic data collected from 101 NAB/HRDI subcontract agencies and seven prime sponsor SPEDY programs and is listed under four headings: VEP youth who filled out both the pre-program and the post-program survey; VEP youth who filled out only the pre-program survey; SPEDY youth who filled out both the pre-program and the post-program survey; SPEDY youth who filled out only the post-program survey. Age, sex, race, and highest grade completed are included for each group. Absolute frequencies, relative frequencies (percent) and adjusted frequencies (percents excluding the unknown category) are given.

VEP enrollees were older than SPEDY enrollees and had completed more years in school. As a group, VEP had a higher proportion of blacks than did SPEDY. However, the sex ratio was similar for each group.

The modal age for VEP enrollees was 16 while that for SPEDY youth was less than 16. While only 5.1% of VEP enrollees were under 16, 41.5% of SPEDY enrollees were under 16. Over half of VEP enrollees were 16 to 18 but less than three-fifths of the SPEDY enrollees were these ages.

Since VEP enrollees were older, it is to be expected that they would have completed more years in school. As can be seen in Table One, this proved to be the case. Over thirty percent of the SPEDY enrollees for whom we have data, have an eighth grade education or less; only two percent of the VEP enrollees are in this category. Again, among those for whom we have data, over half of the VEP enrollees had completed 10th or 11th grade and over one third had completed high school.

The same is true of 37% and 9% of SPEDY enrollees respectively.

VEP and SPEDY had roughly the same proportion of females (52%). In each group, females, however, were more likely than males to complete both the pre-program survey and the post-program survey. Several VEP program operators offered a possible explanation for this difference. They noted that the minimum wage was not an attraction to males in their area. Males could receive a higher wage and/or more hours elsewhere. A casual inspection of the data from individual programs seems to suggest that programs run in areas of low unemployment had some difficulty in attracting males. Since SPEDY programs were made up of younger youth, they were unlikely to encounter this problem.

VEP had a higher proportion of Blacks than did SPEDY. While 64% of VEP enrollees were Black, 59% of SPEDY enrollees were Black. Those with Spanish surnames accounted for about eleven percent of VEP and almost fifteen percent of SPEDY enrollees. Blacks in VEP were less likely, however, to complete both the pre- and post-program survey than were whites or those with Spanish surnames. Blacks in SPEDY, however, were more likely than whites to complete both the pre-program and the post-program instruments.

In analyzing the data in Table I, it should be kept in mind that VEP data is drawn from more programs and a much more geographically spread area than is SPEDY data. Subsequent reports will analyze demographic data in greater detail.

TABLE I
Demographic Profile of Enrollees

	VEP Pre/Post			VEP Pre only			SPEDY Pre/Post			SPEDY Pre Only		
	N (3187)	%	A%	N (1676)	%	A%	N (848)	%	A%	N (743)	%	A%
AGE												
Less than 16	165	5.2	5.3	83	5.0	5.2	376	44.3	44.7	284	38.2	40.2
16	957	30.0	30.6	425	25.4	26.8	193	22.8	22.9	163	21.9	23.1
17	843	26.5	27.0	420	25.1	26.5	152	17.9	18.1	124	16.7	17.6
18	552	17.3	17.7	325	19.4	20.5	50	5.9	5.9	73	9.8	10.3
19	290	9.1	9.3	170	10.2	10.7	38	4.5	4.5	36	4.8	5.1
20	193	6.1	6.2	88	5.3	5.5	17	2.0	2.0	16	2.2	2.3
21	118	3.7	3.8	66	3.9	4.2	15	1.8	1.8	10	1.3	1.4
Over 21	5	0.2	0.2	9	0.5	0.6	0					
Unknown	64	2.0		86	5.1		7	0.8		37	5.0	
SEX												
Male	1407	44.1		883	52.8		384	45.3		376	50.6	
Female	1780	55.9		789	47.2		464	54.7		367	49.4	
RACE												
White	650	20.4	20.9	382	22.8	24.3	225	26.5	26.6	169	22.7	23.2
Black	2114	66.3	68.0	898	53.7	57.1	476	56.1	56.3	453	58.5	59.8
Native Am.	36	1.1	1.2	19	1.1	1.2	4	0.5	0.5	3	0.4	0.4

	N	%	A%	N	%	A%	N	%	A%	N	%	A%
RACE, cont'd.												
Oriental	45	1.4	1.4	13	0.8	0.8	17	2.0	2.0	8	1.1	1.1
Spanish Surname	253	7.9	8.1	255	15.3	16.2	122	14.4	14.4	109	14.7	15.0
Other	9	0.3	0.3	8	0.5	0.5	2	0.2	0.2	4	0.4	0.5
Unknown	80	2.5		97	5.9		2	0.2		15	2.0	
HIGHEST GRADE COMPLETED												
8 or less	48	1.5	1.5	49	2.9	3.1	233	27.5	34.0	182	24.5	28.6
9	239	7.5	7.7	154	9.2	9.7	159	18.8	23.2	142	19.1	22.3
10	800	25.1	25.6	399	23.9	25.2	130	15.3	18.9	132	17.8	20.7
11	927	29.1	29.7	430	25.7	27.1	107	12.6	16.0	116	15.6	18.2
12	711	22.3	22.8	380	22.7	24.0	31	3.7	4.5	41	5.5	6.4
More than 12	367	11.5	11.8	168	10.0	10.6	26	3.1	3.8	24	3.2	3.8
Special Ed.	26	0.8	0.8	4	0.2	0.3						
G.E.D.	3	0.1	0.1	2	0.1	0.1						
Unknown	66	2.1		86	5.2		162	19.1		106	14.3	

III. ATTITUDINAL CONFIGURATION OF ENROLLEES

Table II and Table III compare the VEP and SPEDY enrollees' pretest responses on attitudes toward work and social attitudes. The purpose of these comparisons was to ascertain whether the two groups were significantly different on these dimensions at the beginning of the programs. At this time, no significant differences are apparent. More sophisticated statistical tests will be used to further analyze these data, but it appears that at the start of the programs the two groups were similar. There did not appear to be a skewing of the population, with those more likely to succeed going to one or the other of the programs.

TABLE II
VEP AND SPEDY WORLD OF WORK [illegible] ON THE PRETEST

Concept	VEP $\bar{X}$	S[illegible]	[illegible]
8. Attitudes toward world of work			
Q. 10	1.26	[illegible]	
Q. 11	1.27	[illegible]	
Q. 12	1.43	[illegible]	
Q. 13	2.47	[illegible]	
Q. 14	2.06	[illegible]	
Q. 15	1.48	[illegible]	
Q. 16	2.39	[illegible]	
Q. 17	1.24	[illegible]	
Q. 18	1.40	[illegible]	
Q. 19	1.69	[illegible]	
Q. 20	1.88	[illegible]	
Q. 21	2.20	[illegible]	
Q. 22	1.44	[illegible]	
Q. 24	1.45	[illegible]	
Q. 25	2.47	[illegible]	
Q. 27	2.14	[illegible]	
Q. 28	1.60	[illegible]	
9. Attitudes toward labor			
Q. 23	1.87	[illegible]	
Q. 26	2.59	[illegible]	

TABLE III
VEP AND SPEDY ENROLLEE ATTITUDES
ON THE PRETEST

CONCEPT	VEP $\bar{X}$	SPEDY $\bar{X}$	DIFFERENCE
1. Life Satisfaction			
Q. 29	2.01	1.94	-.07
Q. 30	2.21	2.17	-.04
2. Self-Esteem			
Q. 31	1.50	1.63	.13
Q. 32	3.07	3.14	.07
Q. 33	1.43	1.64	.21
Q. 34	1.59	1.73	.14
3. Personal Efficacy			
Q. 35	1.82	2.03	.21
Q. 36	2.62	2.70	.08
Q. 37	2.45	2.56	.11
Q. 38	2.92	3.11	.19
Q. 39	1.56	1.72	.16
4. Interpersonal Trust			
Q. 40	3.73	3.59	-.14
Q. 41	2.08	2.13	.05
Q. 42	3.77	3.71	-.06
5. Attitudes Toward Criminal Justice System			
Q. 43	3.29	3.19	-.10
Q. 44	2.60	2.50	-.10
Q. 45	2.93	3.04	.11
6. Citizenship Attitudes			
Q. 46	1.58	1.73	.15
Q. 47	2.06	2.37	.31
Q. 48	1.53	1.74	.21
Q. 49	1.45	1.68	.23
7. Sex-Role Orientations			
Q. 50	2.22	2.33	.11
Q. 51	1.97	2.18	.21
Q. 52	1.94	2.10	.06
Q. 53	1.93	2.15	.22
Q. 54	2.00	2.05	.05

Table IV reports the pre and post test differences of VEP enrollees on social attitudes. In general, the direction of the net changes tend to support the thrust of the summer youth program effort. There are two notable exceptions to this. The personal efficacy subscale tends to show a decrease in feelings of being able to exert some control in one's environment. Citizenship attitudes also appear to become increasingly negative.

At this point in the analysis, it is too early to be able to explain exactly why this is occuring. However, preliminary review of the data offer some intriguing possibilities. Table V, for example, which reports on attitudes toward world of work also shows a tendency towards increasing negative attitudes. It may be that enrollees are being socialized into the attitudes of older workers. Belief in ability to change the system or the environment (efficacy), the absoluteness of Law (citizenship), and ideal work norms seem to be indicative of the idealism of youth. Contact with older workers may act to lessen such idealistic views. Further analysis will be needed to verify such a hypothesis. However, if this hypothesis is correct it is logical to assume that the greater the contact between youth enrollees and workers, the more pronounced will be the negative trend among the youth. SPEDY pre/post comparisons indicate that this is in fact the case.

Table VI and Table VII report the SPEDY pretest and posttest comparisons on social attitudes and attitudes toward the world of work. As can be seen, the negative trend is slightly more pronounced. Negative trends are apparent on the personal efficacy scale, the interpersonal trust scale and the criminal justice system scale. The citizenship scale shows some negative tendency, but further analysis is needed to determine exactly what has occured regarding the attitudes on this dimension. It is significant that the major difference between the two programs is that the SPEDY enrollees actually work at their job sites, thus presumably having more contact with the older employees.

	VEP Pretest				VEP Post Test				
CONCEPT	$\overline{X}_1$ Pretest	% (+)	% (U)	% (-)	$\overline{X}_2$	% (+)	% (U)	% (-)	$\overline{X}_1-\overline{X}_2$
1. Life Satisfaction									
Q.29	2.01	76.6	7.5	15.8	1.80	82.6	7.5	10.0	+.21
Q.30	2.21	61.3	25.4	13.3	2.07	66.7	24.0	9.3	.14
2. Self Esteem									
Q.31	1.50	87.8	4.6	7.5	1.49	87.5	5.4	7.1	.01
Q.32	3.07	40.7	9.9	49.4	3.02	43.6	11.0	45.5	.05
Q.33	1.43	92.5	5.3	2.2	1.40	92.6	5.2	2.1	.03
Q.34	1.59	82.9	7.2	9.9	1.65	81.3	7.7	11.0	-.06
3. Personal Efficacy									
Q.35	1.82	78.7	4.5	16.8	1.87	76.7	6.0	17.3	-.05
Q.36	2.62	55.7	10.5	33.8	2.57	57.2	12.0	30.7	.05
Q.37	2.45	58.1	15.3	26.6	2.40	59.3	16.0	24.8	.05
Q.38	2.92	47.0	9.7	43.3	2.96	45.8	9.7	44.5	-.04
Q.39	1.56	91.0	3.6	5.4	1.60	89.5	4.9	5.7	-.04
4. Interpersonal Trust									
Q.40	3.73	17.6	16.2	66.2	3.80	16.3	14.6	69.1	-.07
Q.41	2.08	76.5	11.1	12.4	2.04	76.7	11.8	11.7	.04
Q.42	3.77	22.0	9.2	68.8	3.74	22.5	10.0	67.5	.03
5. Attitudes Toward Criminal Justice System									
Q.43	3.29	27.5	27.0	45.5	3.31	26.3	27.4	46.3	.08
Q.44	2.60	49.5	23.4	27.1	2.56	52.0	21.6	26.4	.04
Q.45	2.93	38.6	25.2	36.2	2.97	38.2	25.9	37.9	-.04

TABLE IV
VEP ENROLLEES PRE AND POST TEST SOCIAL ATTITUDES

	VEP Pretest				VEP Post Test				
CONCEPT	$\overline{X}_1$ Pretest	% (+)	% (U)	% (-)	$\overline{X}_2$	% (+)	% (U)	% (-)	$\overline{X}_1-\overline{X}_2$
6. Citizenship Attitudes									
Q.46	1.58	83.9	9.6	6.6	1.62	82.1	10.7	7.2	-.04
Q.47	2.06	67.2	16.6	16.2	2.15	64.5	17.2	18.3	-.09
Q.48	1.53	85.4	7.3	7.3	1.67	81.3	8.09	10.8	-.14
Q.49	1.45	88.7	3.1	8.2	1.52	86.2	4.5	9.3	-.07
7. Sex-Role Orientations									
Q.50	2.22	68.0	10.8	21.2	2.09	71.2	11.5	17.3	.13
Q.51	1.97	73.4	10.5	16.1	1.99	72.8	10.1	17.1	-.02
Q.52	1.94	72.9	13.0	14.1	1.85	75.2	13.3	11.6	.09
Q.53	1.93	70.9	16.9	12.2	2.05	67.6	17.2	15.2	-.12
Q.54	2.00	77.0	7.7	15.3	1.96	77.9	8.0	14.1	.04

TABLE IV (continued)

CONCEPT	VEP PRETEST				VEP POSTTEST				
	$\bar{X}_1$	% (+)	% (U)	% (-)	$\bar{X}_2$	% (+)	% (U)	% (-)	$\bar{X}_1-\bar{X}_2$
8. ATTITUDES TOWARD WORLD OF WORK									
Q. 10	1.26	93.6	1.9	4.5	1.32	92.0	2.0	5.9	-.06
Q. 11	1.27	93.6	1.5	4.9	1.30	92.9	1.7	5.4	-.03
Q. 12	1.43	89.0	4.0	7.0	1.43	88.8	3.9	7.3	.00
Q. 13	2.47	54.7	18.5	26.9	2.44	57.4	15.6	27.0	.03
Q. 14	2.06	77.0	8.4	14.7	1.93	80.2	8.2	11.6	.13
Q. 15	1.47	90.6	3.0	6.4	1.51	90.5	3.2	6.3	-.03
Q. 16	2.39	65.2	8.4	26.4	2.10	74.8	6.7	18.5	.29
Q. 17	1.24	94.5	1.4	4.1	1.30	92.9	2.0	5.1	-.06
Q. 18	1.40	92.3	3.8	3.9	1.34	94.0	2.6	3.4	.06
Q. 19	1.69	83.5	2.9	13.6	1.87	78.5	3.7	17.8	-.18
Q. 20	1.88	75.1	11.7	13.2	1.90	74.5	10.8	14.7	-.02
Q. 21	2.20	69.4	11.9	18.7	2.07	72.8	12.6	14.6	.13
Q. 22	1.44	91.1	3.8	5.1	1.45	91.1	3.9	4.9	-.01
Q. 24	1.45	91.6	3.9	4.4	1.47	91.5	4.0	4.6	-.02
Q. 25	2.47	63.3	5.8	30.9	2.47	62.2	8.2	29.6	.00
Q. 27	2.14	70.4	5.4	24.2	2.20	67.7	7.6	24.7	-.06
Q. 28	1.60	87.6	5.5	6.8	1.57	88.6	5.6	5.8	.03
9. ATTITUDES TOWARD LABOR									
Q. 23	1.87	70.5	26.0	3.5	1.82	72.6	23.4	4.0	.05
Q. 26	2.59	40.4	42.4	17.2	2.50	46.0	36.9	17.1	.09

TABLE V

VEP ENROLLEES PRE AND POST TEST ATTITUDE TOWARD THE WORLD-OF-WORK

CONCEPT	SPEDY PRETEST				SPEDY POSTTEST				
	$\bar{X}_1$ Pretest	% (+)	% (U)	% (-)	$\bar{X}_2$	% (+)	% (U)	% (-)	$\bar{X}_1-\bar{X}_2$
1. Life Satisfaction									
Q. 29	1.94	77.6	9.3	13.2	1.88	79.6	9.8	10.6	+.06
Q. 30	2.17	62.9	26.1	11.1	2.07	67.7	22.7	9.6	+.10
2. Self Esteem									
Q. 31	1.63	83.8	6.8	9.5	1.61	84.7	6.4	8.9	+.02
Q. 32	3.14	35.5	16.3	48.2	2.98	41.3	16.0	42.7	+.16
Q. 33	1.64	85.5	10.6	3.9	1.63	87.1	8.1	4.8	+.01
Q. 34	1.73	78.0	11.2	10.7	1.80	76.2	12.7	11.1	-.07
3. Personal Efficacy									
Q. 35	2.03	71.4	6.7	22.0	2.10	68.7	8.0	23.3	-.07
Q. 36	2.70	51.7	14.2	34.1	2.61	54.1	14.8	31.1	+.09
Q. 37	2.56	53.9	16.2	29.9	2.47	57.9	16.9	25.3	+.09
Q. 38	3.11	39.9	14.0	46.1	3.18	36.8	13.5	49.6	-.07
Q. 39	1.72	84.8	7.8	7.4	1.78	84.0	8.6	7.5	-.06
4. Interpersonal Trust									
Q. 40	3.59	17.8	23.0	59.3	3.65	17.7	21.3	61.1	-.16
Q. 41	2.13	74.4	13.0	12.6	2.14	74.5	11.6	13.8	-.01
Q. 42	3.71	22.0	13.0	65.0	3.63	25.3	10.7	64.1	+.08
5. Attitudes Towards the Criminal Justice System									
Q. 43	3.19	30.3	27.3	42.5	3.21	27.8	32.0	40.1	-.02
Q. 44	2.50	50.7	26.2	23.1	2.42	55.0	23.7	21.2	+.08
Q. 45	3.04	33.5	26.9	39.6	3.06	32.2	30.4	37.5	-.02
6. Citizenship Attitudes									
Q. 46	1.73	77.9	15.1	7.1	1.80	78.1	13.6	8.3	-.07
Q. 47	2.37	56.2	21.5	22.3	2.36	57.3	20.4	22.3	+.01
Q. 48	1.74	78.2	10.7	11.1	1.77	77.2	9.9	12.9	-.03
Q. 49	1.68	81.5	5.6	12.9	1.67	81.7	6.4	11.9	+.01

TABLE VI
SPEDY ENROLLEES PRE AND POST TEST SOCIAL ATTITUDES

	SPEDY PRETEST				SPEDY POSTTEST				
CONCEPT	$\overline{X}_1$ Pretest	% (+)	% (U)	% (-)	$\overline{X}_2$	% (+)	% (U)	% (-)	$\overline{X}_1-\overline{X}_2$
7. Sex-Role Orientations									
Q. 50	2.33	61.7	17.0	21.2	2.23	66.5	12.3	21.1	+.10
Q. 51	2.18	65.7	12.3	21.9	2.09	69.2	12.6	18.2	+.09
Q. 52	2.10	65.1	20.2	14.7	2.07	68.0	16.5	15.4	+.03
Q. 53	2.15	62.2	20.9	16.8	2.18	62.8	20.3	17.0	-.03
Q. 54	2.05	74.6	10.1	15.2	2.02	75.1	10.9	14.0	+.03

TABLE VI (continued)

CONCEPT	SPEDY PRETEST				SPEDY POSTTEST				
	$\bar{X}_1$	% (+)	% (U)	% (-)	$\bar{X}_2$	% (+)	% (U)	% (-)	$\bar{X}_1-\bar{X}_2$
8. ATTITUDES TOWARD WORLD OF WORK									
Q. 10	1.36	91.6	2.0	6.4	1.43	89.3	3.7	7.0	-.07
Q. 11	1.47	98.3	3.7	8.0	1.49	88.1	3.8	8.1	-.02
Q. 12	1.59	83.3	7.0	9.6	1.68	79.7	9.0	11.4	-.09
Q. 13	2.65	46.9	26.1	27.0	2.63	47.1	25.1	27.8	+.02
Q. 14	2.07	76.0	11.1	12.9	1.95	79.5	10.4	10.1	+.12
Q. 15	1.56	87.6	4.3	8.1	1.64	87.0	5.1	8.0	-.08
Q. 16	2.72	55.3	11.3	33.4	2.54	63.5	8.4	28.0	+.18
Q. 17	1.34	91.6	3.3	5.1	1.49	87.8	4.5	7.7	-.15
Q. 18	1.51	88.4	7.9	3.7	1.43	91.7	4.9	3.4	+.08
Q. 19	1.99	74.5	6.2	19.3	2.02	73.1	7.8	19.1	-.03
Q. 20	2.02	67.9	19.3	12.9	2.03	69.4	13.6	17.1	-.01
Q. 21	2.15	69.3	13.9	16.8	2.07	71.7	14.6	13.7	+.08
Q. 22	1.48	90.5	4.2	5.4	1.53	89.4	5.5	5.1	-.05
Q. 24	1.51	89.4	5.1	5.5	1.63	86.7	5.9	7.4	-.12
Q. 25	2.65	54.9	10.3	34.9	2.59	56.6	11.3	32.1	+.06
Q. 27	2.30	62.8	10.4	26.9	2.27	65.3	8.6	16.1	+.03
Q. 28	1.69	84.8	7.2	8.0	1.70	85.2	7.2	7.6	-.01
9. ATTITUDES TOWARD LABOR									
Q. 23	2.13	58.6	35.9	5.6	2.16	56.5	37.6	6.0	-.03
Q. 26	2.72	34.7	47.1	18.1	2.82	29.6	49.8	20.6	-.10

TABLE VII
SPEDY ENROLLEES PRE AND POST TEST ATTITUDE TOWARD THE WORLD-OF-WORK

Table VIII displays the magnitude of social and work attitudinal change among VEP and SPEDY enrollees. For fourteen of the twenty-six indicators of social attitudes, the magnitude of positive change was larger among VEP than SPEDY enrollees. Concerning attitudes toward the world of work, twelve of the seventeen indicators showed the magnitude of positive change to be greater among VEP enrollees. Finally, favorable attitudes toward organized labor increased more among VEP than SPEDY enrollees. However, with few exceptions, the magnitude of the attitudinal changes were minimal.

Table IX displays the proportion of correct responses to six job descriptions. Overall, little difference can be found in comparing VEP with SPEDY enrollees. The magnitude of change does not appear to be related to program type. The data does show, however, that VEP enrollees tend to be more knowledgable about these jobs than their SPEDY counterparts.

TABLE VIII
MAGNITUDE OF SOCIAL ATTITUDE AND WORK ATTITUDE CHANGE AMONG VEP AND SPEDY ENROLLEES

CONCEPT	MEAN DIFFERENCES	
	SPEDY	VEP
1. Life Satisfaction		
Q. 29	+.06	+.21
Q. 30	+.10	+.14
2. Self Esteem		
Q. 31	+.02	+.01
Q. 32	+.16	+.05
Q. 33	+.01	+.03
Q. 34	-.07	-.06
3. Personal Efficacy		
Q. 35	-.07	-.05
Q. 36	+.09	+.05
Q. 37	+.09	+.05
Q. 38	-.07	-.04
Q. 39	-.06	-.04
4. Interpersonal Trust		
Q. 40	-.16	-.07
Q. 41	-.01	+.04
Q. 42	+.08	+.03
5. Attitudes Towards the Criminal Justice System		
Q. 43	-.02	+.08
Q. 44	+.08	+.04
Q. 45	-.02	-.04
6. Citizenship Attitudes		
Q. 46	-.07	-.04
Q. 47	+.01	-.09
Q. 48	-.03	-.14
Q. 49	+.01	-.07
7. Sex-Role Orientation		
Q. 50	+.10	+.13
Q. 51	+.09	-.02
Q. 52	+.03	+.09
Q. 53	-.03	-.12
Q. 54	+.03	+.04
8. Attitudes Toward World of Work		
Q. 10	-.07	-.06
Q. 11	-.02	-.03
Q. 12	-.09	.00
Q. 13	+.02	+.03
Q. 14	+.12	+.13
Q. 15	-.08	-.03
Q. 16	+.18	+.29
Q. 17	-.15	-.06
Q. 18	+.08	+.06
Q. 19	-.03	-.18
Q. 20	-.01	-.02
Q. 21	+.08	+.13

TABLE VIII
(continued)
MAGNITUDE OF SOCIAL ATTITUDE AND WORK ATTITUDE CHANGE AMONG VEP AND SPEDY ENROLLEES

CONCEPT	MEAN DIFFERENCES	
	SPEDY	VEP
8. Attitudes Toward World of Work (cont'd)		
Q. 22	-.05	-.01
Q. 24	-.12	-.02
Q. 25	+.06	.00
Q. 27	+.03	-.06
Q. 28	-.01	+.03

CONCEPT	MEAN DIFFERENCES	
	SPEDY	VEP
9. Attitudes Toward Labor		
Q. 23	-.03	+.05
Q. 26	-.10	+.09

TABLE IX
COGNITIVE DIFFERENCES BETWEEN VEP AND SPEDY ENROLLEES, CONTROLLING FOR AGE*

JOBS	VEP						SPEDY					
	PRETEST			POSTTEST			PRETEST			POSTTEST		
	16	16-17	18+	16	16-17	18+	16	16-17	18+	16	16-17	18+
Hospital Orderly	51.5	55.6	66.6	58.8	58.7	68.0	52.9	56.5	55.8	53.2	53.9	60.0
Keypunch Operator	52.1	54.1	64.2	60.6	56.7	67.4	47.3	58.8	58.3	54.8	56.8	61.7
Department Store Buyer	49.7	49.7	50.0	50.9	50.1	63.6	43.6	44.3	58.3	47.6	49.6	55.8
Machinist	37.6	34.7	40.5	30.3	33.7	40.6	30.3	33.6	42.5	35.6	34.8	46.7
Dietician	38.8	49.5	68.3	48.5	57.4	71.7	30.9	47.8	58.3	42.3	47.2	59.2
Forklift Operator	60.0	61.7	69.5	49.1	60.6	62.3	56.6	55.1	56.7	54.5	60.3	68.3

*Entries are the percent correctly identifying job duties.

IV. ATTITUDINAL AND COGNITIVE DIFFERENCES BETWEEN VEP AND SPEDY, CONTROLLING FOR AGE

Table X and Table XI display indicators of world of work attitudes and cognitions among VEP and SPEDY enrollees with age controlled. Table X shows that for two of the three attitudinal indicators, controlling for age does not substantially alter the magnitude of attitudinal change. When VEP enrollees were asked to respond to dress conformity on the job (Q. 16), the controlled mean differences remained unchanged. A similar pattern is found for our measure of a work ethic (Q. 21). Age does appear to make a difference in the VEP enrollee attitude toward the utility of friends as reference points for job openings (Q. 14). Among the less than sixteen year old VEP enrollees, the mean difference improved by 1.64.

SPEDY enrollee work attitudes appear to be less affected as age increases. The least amount of attitude change is found among enrollees age eighteen and over. The largest improvement in positive attitudes toward the world of work is found among under the age of sixteen.

The data presented in Table XI is less clear. Although, overall, cognitions seem to improve with age, there does not appear to be a consistent trend.

TABLE XA
SOCIAL ATTITUDINAL DIFFERENCES BETWEEN VEP AND SPEDY CONTROLLING FOR AGE OF ENROLLEE

CONCEPT	PRETEST 16 $\bar{X}_1$	PRETEST 16-17 $\bar{X}_3$	PRETEST 18+ $\bar{X}_5$	POSTTEST 16 $\bar{X}_2$	POSTTEST 16-17 $\bar{X}_4$	POSTTEST 18+ $\bar{X}_6$	UNCONTROLLED MEAN DIFFERENCE	CONTROLLED MEAN DIFFERENCES $\bar{X}_1-\bar{X}_2$	CONTROLLED MEAN DIFFERENCES $\bar{X}_3-\bar{X}_4$	CONTROLLED MEAN DIFFERENCES $\bar{X}_5-\bar{X}_6$
Life Satisfaction										
Q. 29 VEP	1.93	1.94	2.13	1.70	1.76	1.88	+.21	+.22	+.18	+.25
SPEDY	1.87	1.94	2.10	1.82	1.93	1.92	+.06	+.05	+.01	+.18
Q. 30 VEP	2.11	2.20	2.23	2.05	2.03	2.10	+.14	+.06	+.17	+.13
SPEDY	2.13	2.23	2.16	2.02	2.14	2.04	+.10	+.11	+.09	+.12
Sex-Role Orientation										
Q. 50 VEP	2.35	2.18	2.25	2.17	2.07	2.12	+.13	+.18	+.11	+.13
SPEDY	2.47	2.22	2.18	2.40	2.07	2.18	+.10	+.07	+.15	+.00

TABLE XB

WORLD OF WORK ATTITUDINAL DIFFERENCES BETWEEN VEP AND SPEDY ENROLLEES, CONTROLLING FOR AGE

CONCEPT	PRETEST <16 X_1	PRETEST 16-17 X_3	PRETEST 18+ X_5	POSTTEST <16 X_2	POSTTEST 16-17 X_4	POSTTEST 18+ X_6	UNCONTROLLED MEAN DIFFERENCE	CONTROLLED MEAN DIFFERENCES $\bar{X}_1-\bar{X}_2$	CONTROLLED MEAN DIFFERENCES $\bar{X}_3-\bar{X}_4$	CONTROLLED MEAN DIFFERENCES $\bar{X}_5-\bar{X}_6$
ATTITUDE TOWARD WORLD OF WORK										
Q. 16 VEP	2.64	2.41	2.31	2.37	2.11	2.05	+.29	+.27	+.30	+.26
SPEDY	2.92	2.61	2.36	2.63	2.48	2.37	+.18	+.29	+.13	-.01
Q. 14 VEP	3.52	2.02	2.10	1.88	1.92	1.93	+.13	+1.64	+.10	+.17
SPEDY	3.15	2.14	2.08	1.93	1.93	2.07	+.12	+1.22	+.21	+.01
Q. 21 VEP	2.23	2.17	2.23	2.07	2.05	2.07	+.13	+.16	+.12	+.16
SPEDY	2.22	2.10	2.03	2.07	2.10	1.98	+.08	+.15	+.00	+.05

TABLE XI
COGNITIVE CHANGES AMONG VEP AND SPEDY ENROLLEES

	VEP			SPEDY			STATISTICAL SIGNIFICANCE	
CONCEPT	% CORRECT PRETEST	% CORRECT POSTTEST	% DIFFERENCE	% CORRECT PRETEST	% CORRECT POSTTEST	% DIFFERENCE	VEP & SPEDY POSTTEST % AND DIFFERENCE	
1. KNOWLEDGE OF WORK WORLD								
Q. 64	59.6	62.1	+3.5	55.0	54.4	-.6	7.7	.05
Q. 65	57.7	60.9	+3.2	53.5	56.5	+3.0	4.4	.05
Q. 66	53.5	54.9	+1.4	45.8	49.5	+3.7	5.4	.05
Q. 67	37.0	36.4	-0.6	33.3	36.9	+3.6	.5	N.S.
Q. 68	55.7	62.1	+6.4	41.7	46.7	+5.0	15.4	.05
Q. 69	64.5	61.0	-3.5	56.0	58.6	+2.6	2.4	N.S.

V. ENROLLEE EVALUATION OF PROGRAM

A. VEP Enrollee Evaluation of Program

The same survey instrument was administered to enrollees at the conclusion of the VEP Program as had been administered at the beginning of the program. However, ten additional questions were asked to ascertain enrollee evaluation of the program. Post program instruments were coded for 3187 VEP enrollees. This section will discuss these enrollees' evaluation of their VEP experience.

Briefly enrollees agreed that the program helped them decide what kind of job they would like to have, thought that the orientation sessions explained the program adequately, and felt that counselors and supervisors were readily available and quite helpful. Most felt that they got much more than money from the program, that transportation was not a significant problem and that the field trips were quite interesting. Table XIIdisplays this data in detail.

Almost 70% of VEP enrollees who took the post program survey felt that the program helped them decide the kind of job they would like to hold. Less than 10% were strongly negative. Four of five enrollees thought that the orientation session explained the purpose of the program while less than one in ten thought that these sessions were not useful.

Three quarters of those responding found that counselors were readily available when they had problems; a similar percentage found workers interested in teaching them about the jobs being observed. A relatively small, but still significant, proportion (about twelve percent) found counselors unavailable and/or workers uninterested.

Most enrollees thought they knew more about keeping a job as a result of participating in the program. More than 86% agreed that the program taught them what they had to do to keep a job. Most enrollees

TABLE XII
VEP ENROLLEE EVALUATIONS OF PROGRAM

This program helped me decide the kind of job I would like to have.	N (3187)	%
Agree a lot	1324	41.5
Agree a little	915	28.7
Unsure	299	9.4
Disagree a little	287	9.0
Disagree a lot	243	7.6
No answer	119	3.7

The orientation session explained what the program was all about.	N	%
Agree a lot	1723	54.1
Agree a little	804	25.2
Unsure	266	8.3
Disagree a little	151	4.7
Disagree a lot	105	3.3
No answer	138	4.3

The only thing I got from this program was money.	N	%
Agree a lot	155	4.9
Agree a little	199	6.2
Unsure	118	3.7
Disagree a little	777	24.4
Disagree a lot	1780	55.9
No answer	158	5.0

My coordinator or counselor was available most of the time.	N	%
Agree a lot	1658	52.0
Agree a little	769	24.1
Unsure	239	7.5
Disagree a little	214	6.7
Disagree a lot	153	4.8
No answer	154	4.8

The people I worked with were interested in teaching me about their jobs.	N	%
Agree a lot	1722	54.0
Agree a little	750	23.5
Unsure	163	5.1
Disagree a little	238	7.5
Disagree a lot	184	5.8
No answer	130	4.1

Transportation to work was not a problem for me.	N	%
Agree a lot	1896	59.5
Agree a little	532	16.7
Unsure	98	3.1
Disagree a little	277	8.7
Disagree a lot	254	8.0
No answer	130	4.1

The program taught me what I have to do to keep a job.	N	%
Agree a lot	1894	59.4
Agree a little	776	24.3
Unsure	172	5.4
Disagree a little	128	4.0
Disagree a lot	72	2.3
No answer	145	4.5

My coordinator or counselor was always interested in what I had to say.	N	%
Agree a lot	1782	55.9
Agree a little	660	20.7
Unsure	329	10.3
Disagree a little	137	4.3
Disagree a lot	137	4.3
No answer	142	4.5

My work experiences in the program were a waste of time.	* N	%
Agree a lot	146	4.6
Agree a little	152	4.8
Unsure	149	4.7
Disagree a little	482	15.1
Disagree a lot	2117	66.4
No answer	141	4.4

The classroom instruction was not useful to me on the job.	N	%
Agree a lot	322	10.1
Agree a little	427	13.4
Unsure	466	14.6
Disagree a little	626	19.6
Disagree a lot	1172	36.8
No answer	174	5.5

I learned a lot from the field trips.	N	%
Agree a lot	1131	35.5
Agree a little	699	21.9
Unsure	468	14.7
Disagree a little	241	7.6
Disagree a lot	378	11.9
No answer	270	8.5

To get a good job, how important do you think it is to get a high school diploma?	N	%
Very important	2639	82.8
Somewhat important	321	10.1
Not too important	44	1.4
Not at all important	8	0.3
No answer	175	5.5

disagreed when asked whether their work experiences were a waste of time. Less than ten percent agreed; more than four of five thought that the work experiences were quite useful. On the other hand, one quarter of the enrollees evaluated the classroom instruction negatively. While more than half thought the classroom instruction useful, such a large negative response should be analyzed further. While there was some dissatisfaction with classroom instruction more than three quarters of the enrollees felt that the counselors were interested in what the youth had to say. While the number and quality of field trips varied considerably, more than half felt they learned quite a bit from these sojourns.

A number of program managers indicated to CUP staff that transportation to the job site was a problem for their enrollees. Youth who completed the post survey did not agree; three quarters indicated that transportation to work was not a problem for them. However, it might be argued that those youth who had transportation problems dropped out and therefore were not around when the post program instruments were administered. We have no data to support or reject this contention.

Finally enrollees overwhelmingly felt that the program gave them much more than a pay check. Four of five indicated that they got much more than money from the program.

B. SPEDY Enrollee Evaluation of Program

Since the summer SPEDY program did not necessarily include a vocational exploration component it is not possible to compare VEP and SPEDY enrollees on their evaluations of their summer experience. However, a few items are worth noting. Whereas almost three quarters of VEP enrollees felt the program helped them decide the kind of job they wanted, only 60% of SPEDY enrollees had the same positive evaluation. Most in both groups felt that they got more out of the program than simply a paycheck. However, a higher proportion of SPEDY enrollees (about twenty percent) than VEP enrollees (about twelve percent) did feel that the only thing the program gave them was money.

More VEP enrollees (over eighty-five percent) thought that the program taught them how to keep a job than did SPEDY enrollees (about seventy-eight percent). While transportation was not considered a major problem by either group, about one fifth of each group had some difficulty with transportation.Table XIII displays in detail all this data.

One final comment, more than ninety-five percent of each group felt that it was important to have a high school diploma in order to get a good job.

TABLE XIII
SELECTED ITEM COMPARISON OF VEP AND SPEDY ENROLLEE EVALUATIONS OF PROGRAM

	N (3187)	%	A%	N (848)	%	A%
This program helped me decide the kind of job I would like to have.						
Agree a lot	1324	41.5	43.5	237	27.9	28.5
Agree a little	915	28.7	30.0	260	30.7	31.3
Unsure	299	9.4	9.8	116	13.7	14.0
Disagree a little	287	9.0	9.4	105	12.4	12.6
Disagree a lot	243	7.6	8.0	113	13.3	13.6
No answer	119	3.7		17	2.0	
The only thing I got from this program was money.						
Agree a lot	155	4.9	5.1	67	7.9	8.1
Agree a little	199	6.2	6.6	92	10.8	11.2
Unsure	118	3.7	3.9	67	7.9	8.1
Disagree a little	777	24.4	25.7	249	29.4	30.2
Disagree a lot	1780	55.9	58.8	349	41.2	42.4
No answer	158	5.0		24	2.8	
Transportation to work was not a problem for me.						
Agree a lot	1896	59.5	62.0	476	56.1	57.3
Agree a little	532	16.7	17.4	157	18.5	18.9
Unsure	98	3.1	3.2	42	5.0	5.1
Disagree a little	277	8.7	9.1	81	9.6	9.8
Disagree a lot	254	8.0	8.3	74	8.7	8.9
No answer	130	4.1		18	2.1	

	N	%	A%	N	%	A%
The program taught me what I have to do to keep a job.						
Agree a lot	1894	59.4	62.3	412	48.6	50.0
Agree a little	776	24.3	25.5	233	27.5	28.3
Unsure	172	5.4	5.7	83	9.8	10.1
Disagree a little	128	4.0	4.2	53	6.3	6.4
Disagree a lot	72	2.3	2.4	42	5.0	5.1
No answer	145	4.5		25	2.9	
To get a good job, how important do you think it is to get a high school diploma?						
Very important	2639	82.8	87.6	707	83.4	87.3
Somewhat important	321	10.1	10.7	90	10.6	11.1
Not too important	44	1.4	1.5	8	0.9	1.0
Not at all important	8	0.3	0.3	5	0.6	0.6
No answer	175	5.5		38	4.5	

WE WOULD LIKE YOU TO HELP US AGAIN IN THE STUDY THAT SAINT LOUIS UNIVERSITY IS DOING FOR THE U.S. DEPARTMENT OF LABOR. THE PURPOSE OF THE STUDY IS TO GATHER INFORMATION ON WHAT YOU THINK OR FEEL ABOUT A NUMBER OF THINGS. YOUR OPINIONS ARE IMPORTANT AND WILL HELP TO MAKE THE PROGRAM BETTER.

ALL INFORMATION THAT YOU GIVE WILL BE KEPT IN STRICT CONFIDENCE AND WILL NEVER BE REPORTED OR SHOWN IN ANY WAY THAT WOULD ALLOW YOU TO BE IDENTIFIED INDIVIDUALLY.

YOUR PARTICIPATION IS VOLUNTARY. HOWEVER, YOUR OPINIONS ARE VERY IMPORTANT TO US AND WE HOPE THAT YOU WILL FILL OUT THIS FORM.

WE WOULD LIKE TO KNOW SOMETHING ABOUT YOUR PLANS FOR THE FUTURE, WHAT YOU WOULD LIKE TO DO, OR WHAT YOU THINK YOU MIGHT LIKE TO DO. *Circle the number in front of your answer.*

1. What are you planning to do this fall?

   1 In School 2 Skill Training 3 Working Full Time 4 Military Service 5 Other Plans 6 Not sure at this time

2. To get a good job, how important do you think it is to get a high school diploma?

   1 Very important 2 Somewhat important 3 Not too important 4 Not at all important

3. When you start working full time, what kind of job do you think you would like to do?

   ____

4. To get that kind of job do you think you will need more education or training than a high school diploma?

   1 Yes 2 No 3 Not sure

5. How would you find out if there are any job openings for that kind of job?

   ____

   ____

1978 SUMMER YOUTH PROGRAM

For the following questions, circle the number of the statement which comes closest to the way you think or feel. Circle 1 if you agree a lot. Circle 2 if you agree a little. Circle 3 if you are unsure. Circle 4 if you disagree a little. Circle 5 if you disagree a lot.

FIRST, WE WOULD LIKE TO KNOW WHAT YOU EXPECT FROM THIS SUMMER'S PROGRAM.

	agree a lot	agree a little	unsure	disagree a little	disagree a lot
6. This program helped me find out what workers do in different kinds of jobs.	1	2	3	4	5
7. This program told me how much training I need for different kinds of jobs.	1	2	3	4	5
8. This program told me what employers expect their workers to do.	1	2	3	4	5
9. This program gave me information about how I can get a job.	1	2	3	4	5

NOW HERE ARE SOME GENERAL QUESTIONS ABOUT GETTING AND KEEPING A JOB.

10. It's alright to miss work whenever you don't feel like going.	1	2	3	4	5
11. When you are sick it's alright to miss work without calling to say you won't be there.	1	2	3	4	5
12. It's alright to fill out only the parts of the job application that you want to.	1	2	3	4	5
13. Usually an employer can fire someone for not telling the truth on a job application.	1	2	3	4	5
14. A good way to find out about job openings is from friends or relatives who are working.	1	2	3	4	5
15. On the job the boss has the right to tell you what to do.	1	2	3	4	5

	agree a lot	agree a little	unsure	disagree a little	disagree a lot
16. At work, you should try to dress like most other people on that job.	1	2	3	4	5
17. If your job starts at 8:00 A.M. it's alright if you show up at 8:30 A.M.	1	2	3	4	5
18. Doing well on a job interview helps you to get a job.	1	2	3	4	5
19. On the job, it's not important to get along with your fellow workers.	1	2	3	4	5
20. When you are applying for a job, employers don't consider how you did in previous jobs.	1	2	3	4	5

NOW WE WOULD LIKE YOUR OPINION ABOUT THINGS THAT PEOPLE SOMETIMES THINK ABOUT. REMEMBER THERE ARE NO RIGHT OR WRONG ANSWERS. IT'S YOUR OPINION THAT COUNTS.

21. Hard work makes you a better person.	1	2	3	4	5
22. Even if you dislike your work you should do your best.	1	2	3	4	5
23. Organized labor unions are good for workers.	1	2	3	4	5
24. Work should be an important part of a person's life.	1	2	3	4	5
25. To me, work is nothing more than a way of making money.	1	2	3	4	5
26. Organized labor unions don't seem to care about helping youth.	1	2	3	4	5
27. "Taking it easy" on the job is alright as long as you don't get caught by the boss.	1	2	3	4	5
28. You should help other people on a job so that they will help you.	1	2	3	4	5

		agree a lot	agree a little	unsure	disagree a little	disagree a lot
29.	I am generally satisfied with my life these days.	1	2	3	4	5
30.	I have enjoyed my life more than most people have enjoyed theirs.	1	2	3	4	5
31.	I feel that I am as good as anybody else.	1	2	3	4	5
32.	I wish I could have more respect for myself.	1	2	3	4	5
33.	I feel that I have a number of good qualities.	1	2	3	4	5
34.	All in all, I'm inclined to feel that I am a failure.	1	2	3	4	5
35.	Generally, people tend to push me around.	1	2	3	4	5
36.	I never have any trouble making up my mind about important decisions.	1	2	3	4	5
37.	I seem to be the kind of person that has more bad luck than good luck.	1	2	3	4	5
38.	I would rather decide things when they come up than always try to plan ahead.	1	2	3	4	5
39.	Generally, I can finish the things I set out to do.	1	2	3	4	5
40.	You can't be too careful in dealing with other people.	1	2	3	4	5
41.	Most of the time people try to be helpful.	1	2	3	4	5
42.	Most people try to take advantage of you if they get a chance.	1	2	3	4	5
43.	The police treat rich people better than poor people.	1	2	3	4	5

		agree a lot	agree a little	unsure	disagree a little	disagree a lot
44.	The courts treat all people alike regardless of race or nationality.	1	2	3	4	5
45.	The police have it in for young people and pick on them unfairly.	1	2	3	4	5
46.	It is better to be unknown and honest than famous and dishonest.	1	2	3	4	5
47.	People should not be punished for breaking a law they think is wrong.	1	2	3	4	5
48.	If somebody needs something bad enough it's alright to break the law to get it.	1	2	3	4	5
49.	It's alright to drive an automobile while drunk as long as you don't have an accident.	1	2	3	4	5
50.	A man can take just as good care of children as a woman can.	1	2	3	4	5
51.	There is something wrong with women who want to work at men's jobs.	1	2	3	4	5
52.	A woman who works full time can be just as happy as a woman who stays at home with her family.	1	2	3	4	5
53.	I would not want to work for a woman.	1	2	3	4	5
54.	If a woman is working at a job, her man should do some of the housework.	1	2	3	4	5

NOW WE WOULD LIKE YOU TO THINK ABOUT SOME REAL JOBS. *Circle 1 if you think only a woman should hold that job. Circle 2 if you think only a man should hold that job. Circle 3 if you think it makes no difference if a man or woman holds that job.*

		Only a Woman	Only a Man	Makes no Difference
55.	Car Mechanic	1	2	3
56.	Factory Worker	1	2	3
57.	Nurse	1	2	3
58.	Truck Driver	1	2	3
59.	Sales Clerk	1	2	3
60.	Secretary	1	2	3
61.	Carpenter	1	2	3
62.	Teacher	1	2	3
63.	Telephone Operator	1	2	3

NOW WE WOULD LIKE YOUR OPINION ABOUT THE KIND OF WORK THAT PEOPLE IN CERTAIN KINDS OF JOBS USUALLY DO. *For each job there are three descriptions of job duties. Please circle the description you think best fits each job. Be sure to read all of the possible answers before you decide.*

64. HOSPITAL ORDERLY
    1. Helps to take care of hospital patients.
    2. Orders food and other supplies for hospital kitchens.
    3. Works at hospital desk where patients check in.

65. KEY PUNCH OPERATOR
    1. Operates a machine which sends telegrams.
    2. Operates a machine which punches holes in cards for computers.
    3. Operates a cordless telephone switchboard and pushes switch keys to make telephone connections.

66. DEPARTMENT STORE BUYER
    1. Selects the items to be sold in a section of a department.
    2. Checks on the courtesy of sales people by shopping at the store.
    3. Buys department stores that are about to go out of business.

67. MACHINIST
    1. Makes adjustments on automobile, airplane, and tractor engines.
    2. Repairs electrical equipment.
    3. Sets up and operates metal lathes, shapers, grinders, buffers, etc.

68. DIETICIAN
    1. Waits on tables in a restaurant.
    2. Plans menus for hospitals and schools.
    3. Suggests exercises for persons who are overweight or sick.

69. FORK LIFT OPERATOR
    1. Operates a machine that makes a certain kind of agricultural tool.
    2. Operates a freight elevator in a warehouse or factory.
    3. Drives an electrical or gas powered machine to move material in a warehouse or factory.

NOW WE WOULD LIKE YOUR OPINION ABOUT THE SUMMER PROGRAM. *For the following questions, circle the number of the statement which comes closest to the way you think or feel.*

		agree a lot	agree a little	unsure	disagree a little	disagree a lot
70.	This program helped me decide the kind of job I would like to have.	1	2	3	4	5
71.	The orientation session explained what the program was all about.	1	2	3	4	5
72.	The only thing I got from this program was money.	1	2	3	4	5
73.	My coordinator or counselor was available most of the time.	1	2	3	4	5
74.	The people I worked with were interested in teaching me about their jobs.	1	2	3	4	5
75.	Transportation to work was not a problem for me.	1	2	3	4	5
76.	The program taught me what I have to do to keep a job.	1	2	3	4	5
77.	My coordinator or counselor was always interested in what I had to say.	1	2	3	4	5
78.	My work experiences in the program were a waste of time.	1	2	3	4	5
79.	The classroom instruction was not useful to me on the job.	1	2	3	4	5
80.	I learned a lot from the field trips.	1	2	3	4	5

ONE LAST QUESTION. *Circle the number in front of your answer.*

80. To get a good job, how important do you think it is to get a high school diploma?

1 Very important   2 Somewhat important   3 Not too important   4 Not at all important

Thank you for your help.

MEMORANDUM ON ATTITUDINAL CHANGE AMONG VEP AND SPEDY ENROLLEES DURING THE 1978 SUMMER PROGRAM EFFORT

MEMORANDUM ON ATTITUDINAL CHANGE AMONG VEP AND SPEDY ENROLLEES DURING THE 1978 SUMMER PROGRAM EFFORT

I. INTRODUCTION

In the "Interim Report on Analysis of Cognitive and Attitudinal Change Among VEP and SPEDY Enrollees" prepared by the Center for Urban Programs of St. Louis University on November 14, 1978, a preliminary review of the survey data suggested overall positive change in social and work attitudes among both VEP and SPEDY enrollees. However, several issues were unresolved, including: (1) What explains the lack of consistent change across all dimensions of the concepts? (2) Although generally positive change occurred, where are significant changes located? and (3) What impact does the variety of enrollee characteristics taken together have upon attitudinal change? This memorandum addresses these issues by providing data on the correlates of statistically significant attitudinal changes.

In the interim report, attitudinal changes were measured by the mean differences in pre-test and post-test scores. Although comparing mean differences is a standard methodology for assessing program impact, it does have limitations. First, the mean scores for either a pre-test or post-test item simply records the central tendency of response across all enrollees. The difference in mean scores can mask the directional change from the pre-test to the post-test. Second, a comparison of mean scores does not allow for a highly sensitive measure of the intensity of change in either a positive or negative direction. This memorandum resolves these limitations by a two-step process of data analysis. Initially, we identify those enrollees that were negatively predisposed attitudinally at the outset of the program. Next, we explore which enrollee characteristics, if any, account for positive changes.

II. METHODOLOGY

The basic methodology employed to identify negatively predisposed enrollees involved an analysis of the response patterns in the pre-test instrument. Each of forty-five foils (Items 10 through 54 in the survey instrument) were examined. This series of items was expressive of a wide range of attitudes from extremely positive to extremely negative. Each item required a response to one of five Likert-type fixed-alternative expressions, including: (1) agree a lot. (2) agree a little, (3) unsure, (4) disagree a little, and (5) disagree a lot. Negatively predisposed enrollees were identified by a response of either (1) or (2) to an unfavorably worded item, or (4) or (5) to a favorably worded item.

The second task required a determination of positive change. The procedure followed to assess improvement required an enrollee to have responded favorably to the same item on the post-test. Individuals who responded "unsure" to either the pre-test or post-test item were excluded from this analysis. (The decision to exclude the "unsure" responses does not alter the findings because of their relative infrequency across all items.)

Finally, enrollee background characteristics were cross-tabulated with the pre/post response patterns indicating a positive change. After each demographic characteristic was run against the forty-five items, multivariate cross-tabulations were executed. Differences in the magnitude of the proportions of positive changers across the background factors were analyzed for statistical significance.

III. HIGHLIGHTS

This memorandum deals with those enrollees who were negatively predisposed attitudinally at the outset of the summer program but were positively disposed at the end of the program. The analysis was limited to those items where statistically significant differences were found. Major highlights are:

1. Enrollee background differences were related to positive change for twenty of the forty-five attitudinal items examined.
2. Most of the items eliciting improvement were in the area of world of work attitudes or sex-role perceptions.
3. Only sex and race were significantly related to attitudinal change; neither age nor year in school were significantly related.
4. Females in VEP were far more likely to show improvement in world of work attitudes than were males.
5. Females appear to have obtained an expanded view of available roles, both socially and work world related.
6. Black enrollees in VEP were far more likely to have an improved sense of personal efficacy than were white enrollees.

IV. CORRELATES OF POSITIVE ATTITUDINAL CHANGE

The preliminary review of the survey data as reported in the interim report suggested that a sizable proportion of enrollees entered the VEP or SPEDY summer program lacking social and work attitudes appropriate for a successful transition to the world of work. Here we focus upon those enrollees who held negative attitudes at the outset of their summer experience and whose attitudes were positive at the close of the summer effort. Whether these positive attitudinal changes were related to enrollee background characteristics became the central research task.

Enrollee age, year in school, sex, and race were run against each of the forty-five attitudinal items. That is, the pre-test to post-test relationship per item was determined controlling for enrollee characteristics. These multivariate cross-tabulations, taking one characteristic at a time, resulted in fourteen of the forty-five items with statistically significant differences in the proportion of positive attitudinal changers. Table I displays the fourteen individual items where one or more demographic variable resulted in a statistically significant (.05 level) difference in proportions.

Table I shows that significant improvements in attitudes occurred disproportionately among VEP enrollees when compared with SPEDY enrollees. Only four of the forty-five items resulted in statistically significant proportions of positive attitudinal change across SPEDY enrollee characteristics. Thirteen of the items were significant across VEP enrollee characteristics. More important, neither age nor year in school resulted in significant differences.

Of those items where sex differences are significant, Table I shows that females in the VEP program were more positively influenced than their male counterparts. Females gained more for seven of the ten items where sex dif-

TABLE I: Statistically Significant Positive Attitudinal Change Measures by Demographic Groups and Summer Program Type

	VEP	SPEDY
World of Work		
Q. 10: It's all right to miss work whenever you don't feel like going.	females	
Q. 12: It's all right to fill out only the parts of the job application that you want to.	females	
Q. 16: At work, you should try to dress like most other people on that job.	whites females	whites
Q. 17: If your job starts at 8:00 A.M. it's all right if you show up at 8:30 A.M.	females	
Q. 19: On the job, it's not important to get along with your fellow workers.	females	
Personal Efficacy		
Q. 36: I never have any trouble making up my mind about important decisions.	blacks	
Q. 38: I would rather decide things when they come up than always try to plan ahead.	blacks	
Social Trust		
Q. 42: Most people try to take advantage of you if they get a chance.	whites	
Criminal Justice System Attitude		
Q. 44: The courts treat all people alike regardless of race or nationality.	males	
Q. 47: People should not be punished for breaking a law they think is wrong.	females	

TABLE I (continued)

	VEP	SPEDY
Sex-Role Perceptions		
Q. 50: A man can take just as good care of children as a woman can.	males	males
Q. 51: There is something wrong with women who want to work at men's jobs.	females	females
Q. 53: I would not want to work for a woman.	females	
Self-Esteem		
Q. 34: All in all, I'm inclined to feel that I am a failure.		males

ferentials were significant.

Table II displays the proportionate gains across the various enrollee attributes. It is interesting to note that four of the five world of work items showed females far more likely to improve attitudinally. This same pattern appears for work-related sex-role perceptions (Q. 51 and Q. 53). Of those female respondents who at the pre-test indicated that something is wrong with women who wanted to work at men's jobs, 60.6 percent of the females responded with a favorable attitude on the post-test. Only 40.4 percent of the males displayed the same attitudinal improvement. Similar gains are shown among SPEDY enrollees. The same gain is reported for the item concerning an enrollee's willingness to work for a woman(Q. 53). In summary, female enrollees in the VEP program appear to be influenced more positively toward the world of work than males.

Personal efficacy items are related to racial characteristics. Table II shows that for both efficacy foils, black enrollees are influenced more positively than are whites. Yet, contrary to expectations about the relationship between efficacy and trust, the indicator of social trust shows whites more likely to respond favorably than blacks.

Self-esteem attitudinal gains were significant among SPEDY males but not among VEP enrollees. However, because only one of the four indicators of self-esteem elicited statistically significant differences, the likelihood that this item is a valid indicator is diminished greatly.

TABLE II: Proportionate Attitudinal Gains by Demographic Characteristics and Summer Program Type

	VEP		SPEDY	
World of Work				
Q. 10	males 58.1%	females 78.8%*		
Q. 12	males 50.0	females 68.0		
Q. 16	males 56.9	females 49.1		
	white 63.1	black 48.9	white 60.0	black 32.6
Q. 17	males 12.8	females 74.0		
Q. 19	males 25.1	females 62.8		
Personal Efficacy				
Q. 36	white 29.0	black 45.0		
Q. 38	white 18.2	black 26.4		
Social Trust				
Q. 42	white 23.4	black 12.0		
Criminal Justice System Attitude				
Q. 44	males 35.1	females 28.0		
Q. 47	males 38.7	females 51.9		
Sex-Role Perceptions				
Q. 50	males 52.7	females 41.5	males 59.3	females 43.1
Q. 51	males 40.4	females 60.6	males 35.7	females 59.7
Q. 53	males 37.9	females 50.0		
Self-Esteem				
Q. 34			males 71.9	females 45.1

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*All proportionate differences reported are statistically significant at the .05 level.

While criminal justice system attitudes improved more so among males for one indicator (Q. 44), females gained more on the second indicator (Q. 47). A partial explanation for this lack of consistency may be related to the different objects toward which the attitude is directed. In the first foil, the item is used to tap a generalized attitude toward the equity of the courts. In the second, the indicator addresses the role orientation toward citizenship.

The second phase of analyzing the correlates of positive attitudinal change involved the development of multivariate cross-tabulations controlling for sex and race simultaneously. The decision to combine sex and race and exclude age and year in school was based upon two criteria. First, combining all four enrollee background factors would have resulted in cell sizes that were too small for analysis. Second, on the original runs neither age nor year in school resulted in statistically significant differences.

The combination of race and sex was run against each of the forty-five attitudinal items. These cross-tabulations resulted in ten of the forty five items with statistically significant differences in the proportion of positive attitudinal changers. Table III displays the ten items where various combinations of race and sex resulted in a statistically significant (.05 level) difference in proportions.

The fourfold multivariate runs supported the earlier findings that female enrollees appear to be more positively influenced than males. While there was no statistically significant change concerning attitudes toward organized labor which could be attributed to any single demographic variable, multivariate analysis uncovered significant improvement for white females when compared with white males (Q. 26). A similar pattern is shown for another indicator of world of work attitudes. Neither race nor sex was significantly correlated with positive gain on employer expectations (Q. 27). However, when controlling for both race and sex, we find that black females do improve significantly more than do black males. The same is not true for whites.

Further evidence supporting the observation that females improve attitudinally more so than males is found in work-related sex-role orientations. Table III shows that females made gains significantly more than males in the area of women wanting to work at men's jobs (Q. 51). When race is added, black females positively change more than do black males. Again this change does not occur in the case of whites. In addition, although there were no sex or race related differences about attitudes toward women working outside the home (Q. 52), by combining race and sex, there is significant improvement of black females over black males. Finally, although the sex differentiated work world attitudes found significant in Table II were not sustained when sex and race were combined, the proportionate gains consistently favored females. Only the lack of adequate cell sizes kept the differences from statistical significance.

The combined effect of race and sex showed significant gains in personal efficacy. Table III shows that for the first indicator of efficacy (Q. 36), blacks improved over whites. Fourfold analysis confirms the strength of this relationship; black males do significantly better than white males and black females do significantly better than white females. We found no significant sex or race related difference on the second indicator (Q. 37). However, when controlling for both sex and race, black females show significant improvement when compared with white females.

TABLE III: Proportionate Attitudinal Gains by Sex and Race Among VEP Enrollees

	White Males	Black Males	White Females	Black Females
World of Work				
Q. 26: Organized labor unions don't seem to care about helping youth.	28.1	N.S.*	44.6	N.S.
Q. 27: Taking it easy on the job is all right as long as you don't get caught by the boss.	N.S.	28.7	N.S.	36.6
Self-Esteem				
Q. 34: All in all, I'm inclined to feel that I'm a failure.	31.0	N.S.	63.0	N.S.
Personal Efficacy				
Q. 36: I never have any trouble making up my mind about important decisions.	30.6	45.7	27.7	44.6
Q. 37: I seem to be the kind of person that has more bad luck than good luck.	N.S.	N.S.	23.8	36.2
Social Trust				
Q. 42: Most people try to take advantage of you if they get a chance.	N.S.	N.S.	24.9	10.9
Criminal Justice System Attitudes				
Q. 45: The police have it in for young people and pick on them unfairly.	14.9	N.S.	29.5	N.S.

TABLE III (continued)

	White Males	Black Males	White Females	Black Females
Sex Role Perceptions				
Q. 50: A man can take just as good care of children as a woman can.	N.S.	54.1	N.S.	41.4
Q. 51: There is something wrong with women who want to work at men's jobs.	N.S.	39.3	N.S.	62.6
Q. 52: A woman who works full time can be just as happy as a woman who stays at home with her family.	N.S.	51.2	N.S.	66.9

*N.S. indicates no significant difference at the .05 level.

One indicator of interpersonal trust (Q. 42), had improvement significantly greater among whites than blacks. Adding sex as an additional control, it was found that white females improved significantly over black females (24.9 percent compared with 10.9 percent). However, there was no significant difference between white males and black males.

Only one measure of self-esteem (Q. 34) resulted in significant differences in gains. On this indicator, white females improved attitudinally more so than white males.

One measure of sex role perceptions displayed proportionate differences between males and females. Concerning the sex role differences in child care (Q. 50), the data show black males improving over black females; the same improvement is not true in the case of whites.

Finally, only one measure of attitudes toward the criminal justice system resulted in significant gains. Attitudes toward police treatment of youth (Q. 45) were sex related. White females showed significant improvement over white males.

The data displayed in Table III concerns enrollee attitudinal gains in the VEP program. The same analysis routines were used for SPEDY enrollees but only one of the forty-five items showed significant differences among the combinations of background characteristics. One indicator of work world attitudes, conformity of dress behavior (Q. 16), showed white males improving more than black males (61.3 percent and 34.4 percent, respectively). Whether a lack of sufficient cell sizes (a problem typical of physical control procedures) or the absence of any programmatic effect accounts for no significant differences among SPEDY enrollees cannot be determined from the available data.

V. SUMMARY

In this memorandum we have attempted to measure the relationship between enrollee characteristics and significant improvements in social and work-related attitudes. While neither age nor year in school were related to attitudinal improvements, sex and race differences resulted in significant change.

The data suggests that females in the VEP program are far more likely to show improvements in attitudes toward the world of work than are males. More important, the data trends appear to suggest that females obtained an expanded view of available roles both socially and work-related. In addition, black enrollees were far more likely to have an improved sense of personal efficacy than were white enrollees.